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Publications

# MANPOWER PROGRAMS AND THE POOR

## BACKGROUND DISCUSSION PAPERS

Canada

Department of Manpower and Immigration

Program Development Series  
General publications

ONTARIO REGION EDITION

L-4]





## MANPOWER PROGRAMS AND THE POOR

ONTARIO REGION EDITION

ERRATA

PAGE

21       3rd paragraph, second sentence should read: "The percentages for the welfare group ranged from 5% in Manitoba to 26% in Nova Scotia and, for the non-welfare, from 8% in Ontario, Alberta and British Columbia to 24% in Newfoundland".

Average Monthly UIC Claimants: 27 "Atlantic" should be "Pacific".

TABLE 9: delete "(000's)" from columns.

75

TABLE 12: delete "(000's)" from columns.

78



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MANPOWER PROGRAMS AND THE POOR

BACKGROUND DISCUSSION PAPERS

Prepared by the Department of Manpower  
and Immigration as supplementary resource  
material on the subject of employment  
opportunities for disadvantaged persons  
and manpower services for special groups

Planning and Evaluation Branch,  
Program Development Service.

May, 1972.



## MANPOWER PROGRAMS AND THE POOR

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PART I

MANPOWER PROGRAMS AND THE POOR



## MANPOWER PROGRAMS AND THE POOR

There is a need for Manpower programs more adequately to meet the needs of the poor. The Report of the Senate Committee on Poverty stated that federal Manpower objectives put too much emphasis on growth, productivity and "employer oriented" goals. The Economic Council of Canada has stressed the need for more specialized manpower initiatives for the poor. So too did the Federal-Provincial Ministers of Welfare at their conference. Quebec has frequently argued the case for conjoining social and Manpower programs. And the Ontario Task Force on Employment Opportunities for Welfare Recipients only recently recommended closer liaison between welfare offices and Canada Manpower Centres.

The Prime Minister, in the Throne Speech of February 17th, 1972 announced new Manpower initiatives aimed at improving the employability of the disadvantaged.

This paper reviews what the Department of Manpower and Immigration is now doing in this field\* against the background of mounting welfare caseloads and persisting levels of high unemployment. It considers where the present set of Manpower programs might give greater priority and visibility to services for the poor, and outlines some areas where Manpower initiatives might generate new opportunities.

### 1. Unemployment and Rising Welfare Rolls

In the decade, fiscal 1961-71, total federal and provincial Welfare expenditures rose from \$260 million to \$825 million. Yet only a small proportion of persons receiving social assistance - almost one in ten - are unemployed. Indeed, well over eighty percent of Welfare recipients are not able to earn a living, even if jobs are available. Of the 662,000 persons (excluding dependents) receiving social assist-

---

\* It does not cover, except in passing, what the 1971-72 Special Winter Employment Program, including the Local Initiatives Program or the Canada Manpower On-The-Job-Training Program are doing for the poor.

ance in July 1970, only 86,000 were listed in the unemployed category; over 500,000 were listed as disabled or ill, aged, or female heads of families.

Persons (excluding dependents) receiving social assistance,  
July, 1970

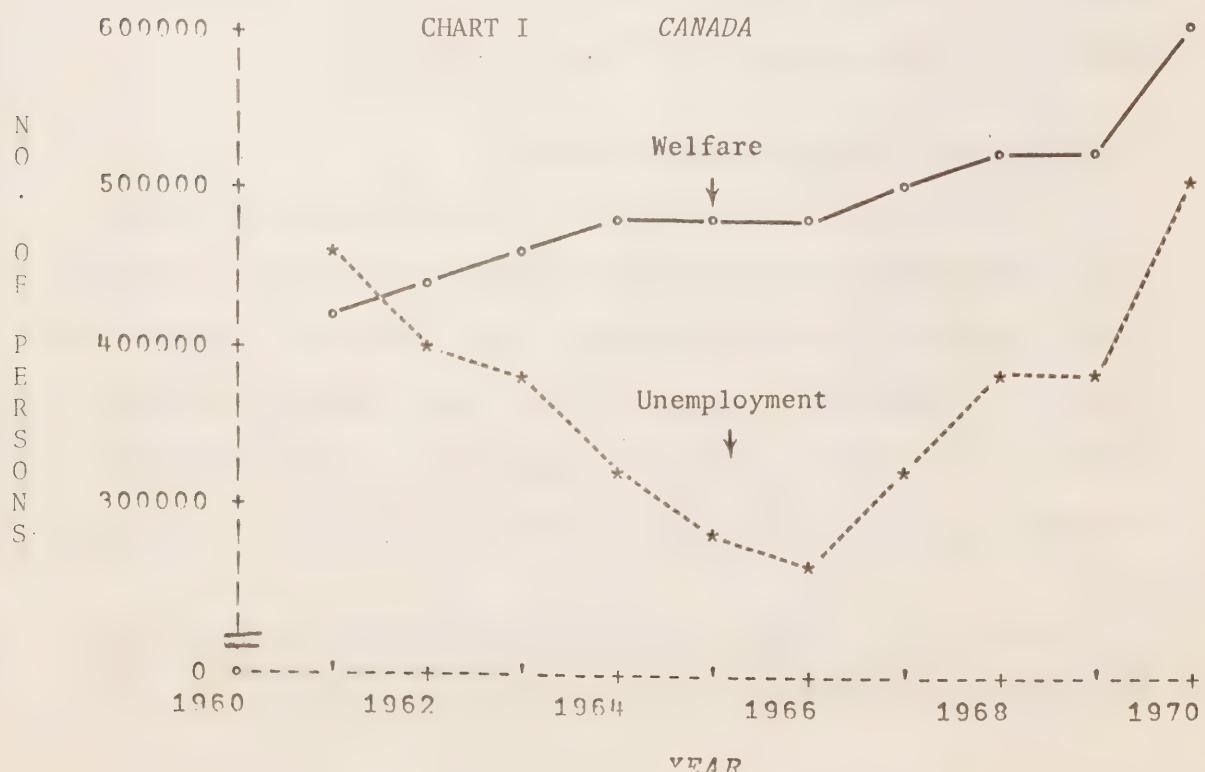
CATEGORY	PERCENT	NUMBER
Aged (not all over 65 years)	9	59,580
Permanently disabled or ill	41	271,420
Female heads of families	26	172,120
Temporarily disabled	8	52,960
Some working poor	3	19,860
Unemployed*	13	86,060
Total **	100	662,000

\* Unemployment rate, July 1970: 6.6 percent (Source: Table 1, Canadian Statistical Review, May 1971).

\*\* Total number of persons (including dependents) for this period is 1,300,000.

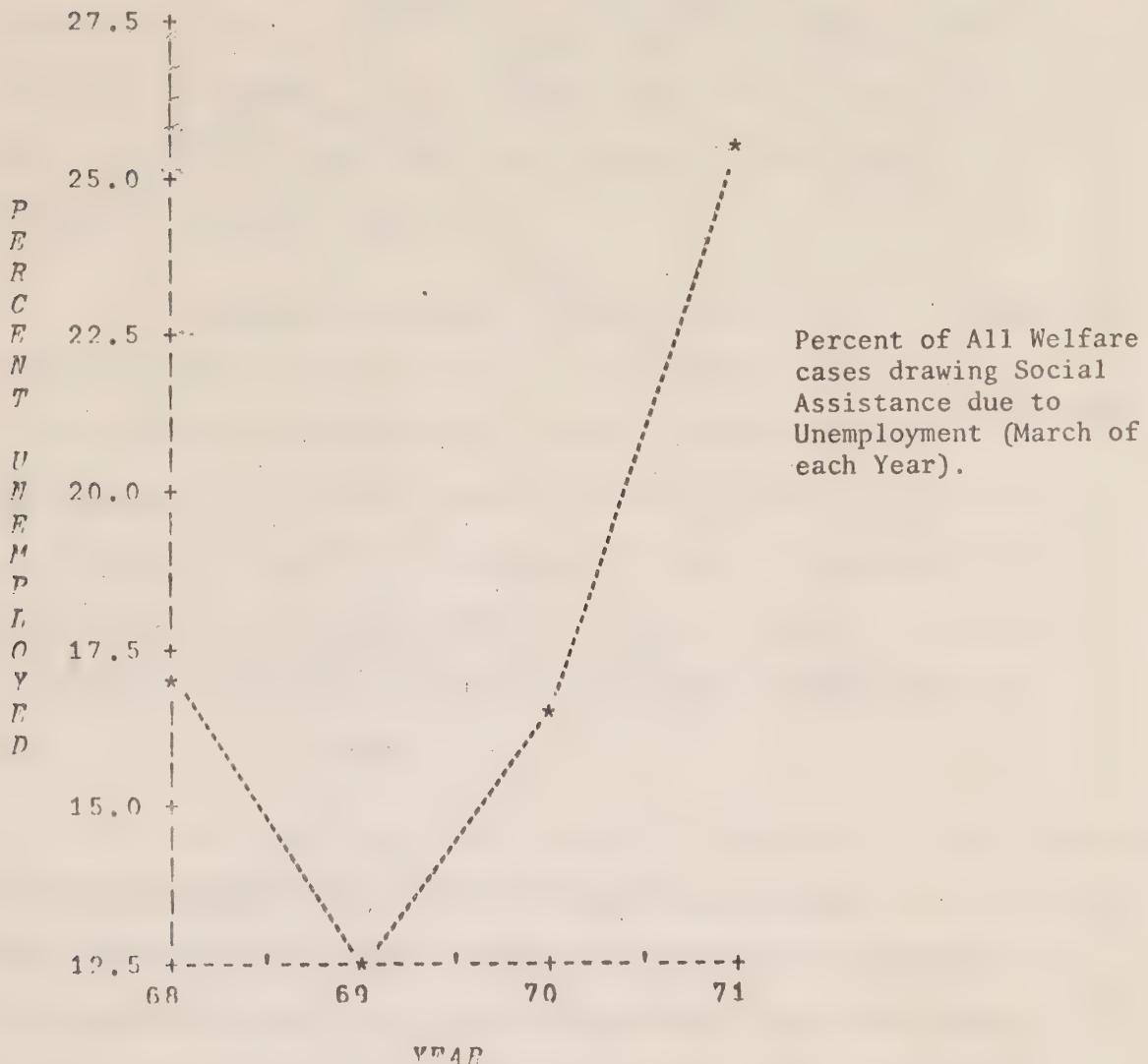
Source: A Report of the Special Senate Committee  
"Poverty in Canada"

More recently, high rates of unemployment that have hit particularly heavily upon the young and those with only marginal skills have caused welfare caseloads to swell and have imposed severe financial and administrative strains on provincial and municipal Welfare departments. (Chart I).

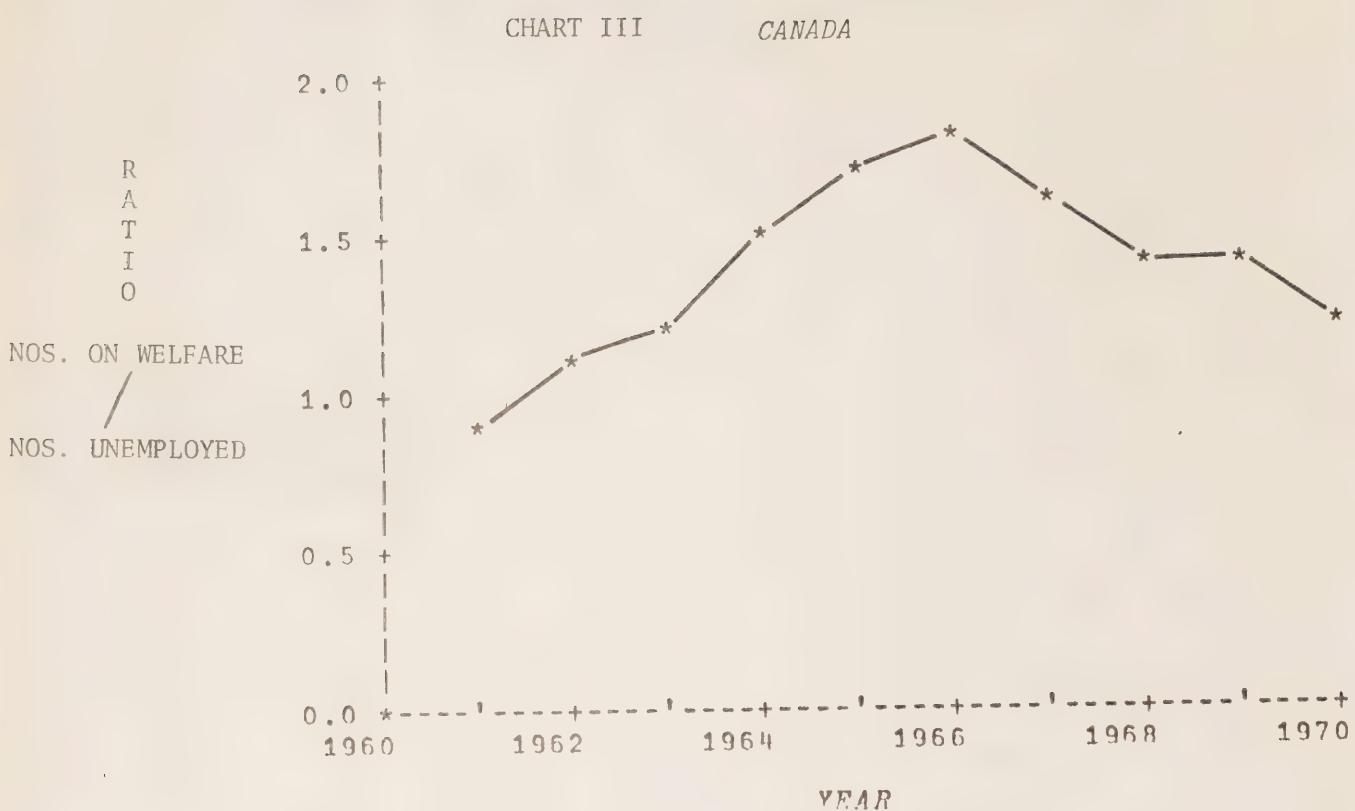


In Ontario, for example, the proportion of those welfare cases whose difficulties stem directly from unemployment has risen dramatically. (See Chart II).

## CHART II ONTARIO



Yet despite similar pressures in virtually every province in Canada, the numbers of unemployed has grown more rapidly in the past three years than the numbers of welfare cases. In 1970-71 for instance, the unemployed in Canada increased by 20%; the individuals or heads of families on welfare by 17%. Social assistance costs, however, rose by 30%. (Chart III). This implies that in the face of rising living costs and limited budgets, many welfare agencies opted to expand services and increase payments to the genuinely needy, while tightening up on those deemed capable of working. For the latter, hopefully Manpower could provide the necessary employment or training.



Welfare expenditure figures for 1971-72 are not yet available. It seems likely though that some levelling off has occurred, consistent with federal and provincial initiatives to contain unemployment and with the application of more selective welfare criteria. For 1972 and the years ahead the broader and enriched UIC coverage, together with a more buoyant economy, will somewhat reduce the welfare burden.

## 2. Canada Manpower and the Welfare System

A survey was carried out at all Canada Manpower Centres across Canada during the week June 22-26, 1970, on clients unemployed and seeking work, including welfare recipients. Not surprisingly the data confirm that, compared with other CMC clients, welfare recipients tend to be older; less likely to be married (but more likely to have a greater number of dependents if they are married); less well educated; poorer in terms of employment earnings and total family income; longer unemployed, and more difficult to place in a job. Their placement difficulties tend to reflect personal and social problems. (These characteristics are shown in detail in the statistical section of this document).

(a) Interaction among Local CMCs and Welfare Offices

In most provinces and municipalities, the interaction between Canada Manpower Centres and local welfare agencies is very close. Generally, local welfare agencies require all employable welfare recipients to register with CMCs and report regularly to CMCs if they are to receive assistance. In turn, Canada Manpower counsellors continually refer persons with social, financial, medical or other needs to the appropriate community agencies.

A variety of formal and informal arrangements now link Manpower with other major federal, provincial, municipal and private agencies serving welfare and disadvantaged groups. The relationships have two major purposes: to deliver Manpower services to the poor and disabled and to assist all agencies in bridging the social and employment needs of their clients. Specific examples of these arrangements are given later. But a few fairly representative arrangements might be cited here.

In British Columbia, 33 communities have rehabilitation committees representing Health, Welfare, Manpower and other agencies, which co-ordinate the rehabilitation and manpower services to the disabled and poor on an individual basis and through which Manpower advised on use of Manpower program and on labour market conditions. Manpower's Pacific Regional Office operates a two-way referral system with the provincial and Metropolitan Vancouver welfare agencies whereby the clients who need help are reciprocally made known to one another. The Department's relationships with Prairie Indian and Métis groups are very significant. Many CMCs specifically designate an "agency contact officer" within the native organizations to ensure more efficient job knowledge and rapport. Many CMCs offer itinerant employment counselling and training services to remote reserves and Métis communities. In Quebec, after considerable planning with the Provincial Social Affairs Department, arrangements were made for federal Manpower participation in local "Comités de Retour à la Vie Normale des Assistés Sociaux". Today there are 20 Comités operating, and Manpower counsellors act as consultants on questions relating to the labour market and the services and programs provided by the Department. In addition to formal arrangements, CMCs

across Canada maintain day in, day out relationships with welfare and other community agencies in the interests of speeding the delivery of Manpower services and jobs to the poor.

(b) The Inevitable Frustrations When Times are Tough

Generally these continuing interchanges are exercised with much good will. But in times of high unemployment when there are simply no jobs available for many who register at Canada Manpower Centres it is inevitable that frustrations occur. Confronted with growing caseloads and expenditures, provincial and local welfare administrators naturally look to Canada Manpower to find jobs or training for those welfare recipients that are employable. Adult training allowances on the whole are much more generous than welfare payments. They are paid entirely by the federal government, where welfare expenditures are borne equally by the provinces (including municipalities) and the federal government. Hence, to a harassed welfare administrator the idea of directing at least some welfare clients into Manpower training courses has considerable appeal.

On the other hand, the ability of Canada Manpower counsellors to respond to job needs depends largely on labour market conditions and also on having good working relationships with as many employers as possible. Manpower counsellors register almost all the unemployed, but they have access to only a portion of the employment opportunities. Many employers hire directly or through private agencies. Indeed, probably less than 30% of all job vacancies in the economy are reported to CMCs. In February 1972 for instance, Canada Manpower Centres had roughly 650,000 persons registered, but less than 50,000 job vacancies reported. To gain wider access to jobs, therefore, CMC counsellors must have the confidence of employers, which in turn means that they must send qualified workers to the job. Welfare clients are not always the best qualified. Hence, it is to be expected that in periods of economic slack, with more and more unhappy job seekers registering for work and fewer and fewer job vacancies coming in, the occasional CMC counsellor may well express frustration and doubt about how marketable are the abilities of some of the persons referred to them by local welfare agencies.

### 3. The Lack of Visibility of Manpower's Role Vis-a-Vis the Poor

When the Department of Manpower and Immigration was created in 1966, its mandate was to provide employment-related services to all Canadians free of means or needs tests. Canadian manpower programs -- unlike many manpower and anti-poverty programs in the United States -- are non-categorical, that is they do not discriminate in favour of (or against) certain categories of persons by virtue of income, ethnic or cultural affiliation, or the area where they live. To make this universal approach effective, the Department increased the number of Manpower offices where workers could get service, and took steps to raise the competence and the quality of career counselling in the CMCs. It did away with the old fragmented N.E.S. system whereby specialized counsellors were exclusively assigned to certain categories such as women, older or handicapped workers, etc. - and made every counsellor responsible for providing the complete range of manpower services to every kind of clientele. A much more effective labour market information system was introduced and the Manpower training, mobility and consultative programs were reorganized and greatly enriched. These steps helped eliminate some of the inefficiencies associated with fragmented lines of service and over-specialized counsellors. The changes also enabled the Department to provide many new avenues of opportunity to more persons with no major increases in CMC staff through the 1967-72 period.

By and large, these initiatives have given Canadians a set of manpower programs and services that in their accessibility and richness are second to none in the Western world (Not even Sweden except on a few fronts). By the same token, though, when aggregate demand is slack and unemployment rampant, when people simply cannot be placed easily, universal accessibility of Manpower programs, combined with a limited budget, means that resources, counselling efforts, training places etc., have to be selectively rationed. Employers will be even more insistent on seeing only those applicants who are best qualified; training places will tend to be channelled to those who will benefit the most. Inevitably in this situation some 'creaming' occurs, with the least employable or trainable standing last in the queue.

Yet for all this, it is quite remarkable how many training courses, mobility grants and placements CMC counsellors actually do deliver to Welfare recipients and to the poor. But because the programs do not specify certain categories of clients, and because Manpower counsellors are not authorized to inquire into the client's income status, the extent of this help is not normally measured. Nor has it been publicized. At the same time, some welfare clients are not at a stage of readiness to benefit from present Manpower programs, and require considerable rehabilitation and intensive services before their labour market qualifications become marketable. To varying extents, most provincial welfare administrations have made efforts to improve the outlook of welfare clients for employment opportunities. So far the administrators of the provincial programs have worked quite successfully with Canada Manpower officials to avoid duplicating responsibilities or working at cross purposes. But there can be little doubt that the lack of visibility given to Manpower's very positive role vis-a-vis the poor has given a distorted overall picture of Manpower services, which could lead to unnecessary duplication.

#### 4. What Canada Manpower is Doing For the Poor

Manpower programs are inevitably weighted towards the poor, since the people who use Canada Manpower Services, who are vulnerable to unemployment, are more than proportionately composed of the poor. The average family income of CMC registrants is 25 per cent less than the Canadian average and roughly 35 per cent fall below the poverty lines articulated by the Economic Council of Canada. In fact, Manpower programs are so weighted towards the poor that, on a pro-rate basis, about half the 1970-71 budget went towards services to this group.

Manpower Resources Used by the Poor  
1970-71

Manpower Service	Total Expenditures (\$000)	% Poor in Program	Expenditures for the Poor (\$000)
Training and Allowances	322.9	60%*	193.5
Manpower Mobility	7.2	26%	1.9
Placement and Counselling	194.3 **	35%	68.0
Vocational Rehabilitation	5.2	100%	5.2
Total	529.6	51%	268.6

\* While this percentage applies to those completing full-time CMTP training courses, it appears to be reasonably representative of all persons receiving CMTP assistance.

\*\* Operating expenditures - salaries, professional services etc.

(a) Placements

Each week Canada Manpower counsellors see about 75,000 men and women who need employment help of one kind or another. Of these about 10,000 will be welfare recipients. Another 5,000 will have serious employment disabilities. Counsellors expect to place or refer to training roughly half the mainstream groups quite quickly. Of the welfare and disability groups they expect to place over a third in employment quite quickly and refer another 8 per cent to training. Indeed, despite their narrower employment prospects, welfare and poverty groups receive proportionately more Manpower services than other CMC clients. For example, proportionately more welfare clients are referred to training than mainstream clients. The same applies (although precise figures are not available) to Indians and Métis.

Impact of Manpower Services

(% of client group)

Manpower Service	Total	Welfare	Non-Welfare
Last job through CMC	20.6	23.5	20.1
Being referred to CMTP	6.3	8.0	6.5
Previously trained under CMTP	11.0	14.7	10.5

Source: Canada Manpower Client Survey, June 1970

(b) Manpower Training

The Canada Manpower Training Program provides a salient example of the impact of Manpower programs on the poor. The proportion of poor persons among trainees is almost three times that for the general population. Of over a quarter million persons taking full-time training courses in 1970-71, some 60% had pre-training earnings below the Economic Council's "poverty line". One quarter had previous earnings of less than \$50 a week. Forty per cent had below grade 9 education. Training offers an escape from poverty: earnings increase by 20% for the average trainee and this figure may well be higher for the poor clients. The greater employment stability also benefits those receiving training.

Full Time Trainees - Per Cent with Pre-Training  
Income Below Poverty Line

Size of Family	1	2	3	4	5 Plus
Male heads	41	51	56	63	74
Female heads	75	93	95	98	97

Some Manpower critics claim that program regulations work to exclude the poor and disadvantaged from training. Most of their concern has focussed on the requirement that a trainee have three years in the labour force in order to be eligible for allowances, a situation observers felt discriminated unfairly against unemployed young people and women. While they will undoubtedly increase the potential demand for training, and hence the need for more discretionary counsellor selection of trainees, changes in the AOT regulations which, among other things, may relax the so-called "three-year rule", are incorporated in Bill C-195, tabled in the House at the end of April, 1972. The amendments will make the Canada Manpower Training Program a more flexible and effective instrument for improving adult skills and employability.

(c) Manpower Mobility

When there is no employment available locally for a person's skills, the Manpower Mobility Program helps him look for work elsewhere and to move with his family to another community to take up a permanent

job. It covers the full cost of travel, of moving household effects and as well provides a generous housing grant if the mover has to sell or buy a house, and a resettlement grant which varies by family size. The program is particularly advantageous for poor families, for whom the burden of moving can be prohibitive. The program has been used more than proportionately in the higher unemployment Maritime provinces and Quebec. About a quarter of the families and unattached persons helped under this program are below poverty levels.

Manpower Mobility Exploratory and Relocation Grantees -  
Per Cent with Income Below Poverty Line

Size of Family	1	2	3	4	5 Plus
Male heads	9	19	26	34	48
Female heads	38	75	71	92	86

(d) Vocational Rehabilitation

Under the Vocational Rehabilitation of Disabled Persons Act, Canada shares with the provinces half the costs of provincial vocational rehabilitation programs. As part of the rehabilitation program, Canada Manpower provides placement services for rehabilitants capable of work in the open labour market, and trains disabled persons at 100% federal cost under the Canada Manpower Training Program. (Where the special needs of the disabled require training other than available under CMTP, the costs are shared under VRDP 50-50 with the province). In all provinces, selection of disabled persons for training of any kind is undertaken by a Training Selection Committee, to which Manpower provides a permanent member.

There is no doubt that Vocational Rehabilitation offers new hope for many disabled individuals. But at its current level, even with the moderate improvement last year, it is running well behind recognized needs among the physically and mentally handicapped. There are, it is conservatively estimated<sup>(1)</sup>, at least a quarter of a million working-age adults who could work but for some mental or physical handicap that seriously impairs their employability. Each year roughly 7,000 additional

(1) Using projections consistent with U.S. Labor Department "Study to Develop a Model for Employment Services for the Handicapped", 1969.

handicapped persons are added to the backlog<sup>(2)</sup>. But the Vocational Rehabilitation Program now only rehabilitates about 3,500 persons annually<sup>(3)</sup>. The program, however worthy, is thus not even keeping up with the new cases.

(e) Work Activity Projects

Manpower works closely with the Department of National Health and Welfare in the initial development and implementation of Work Activity Projects under Part III of the Canada Assistance Plan. These projects, jointly funded by the provinces and DNH&W are designed to enable persons who qualify for welfare to get the work experience they need to fit them for more permanent employment or Manpower training.

Both the Ministers of Manpower and Health and Welfare must concur on each Work Activity Agreement signed with the provinces. The Department of Manpower and Immigration is a member of the Interdepartmental Committee on Work Activity which reviews and assesses projects submitted by the provinces. Once projects are approved, Departmental officials are actively engaged with local welfare departments in helping set up the projects and in extending Manpower services to the participants.

Work Activity Projects Operating at March 1, 1972

	Atl.	Que.	Ont.	Prairies	B.C.	Canada
No. of Projects	2	8	2	6	3	21
Costs 71-72 (\$000)	100	300	100	722	200	1,422 @
Employment Capacity	40-50	175-200	90	460-585	140	905-1065

\* Includes costs for few projects starting before fiscal 1971. Actual costs for 1970-71 are about one million dollars.

(2) Assuming that their numbers grow apace with labour force growth.

(3) During 1970-71, 16,000 cases were in various stages of rehabilitation, and 5,325 were closed. Of those closed, 3,024 were rehabilitated to regular employment in the open labour market and 359 to sheltered employment.

(f) Youth

Increasing numbers of students are entering the labour market. The Department has developed and co-ordinated a national program to help as many as possible find summer employment, including the establishment of some 120 summer CMCs for students. In addition, to regular CMC service, career counselling and employment assistance is provided in Canada Manpower Centres at 55 post-secondary institutions. During summer 1971, Canada Manpower Centres placed 142,195 students in jobs. Of these, 32,000 were employed by federal, provincial and local governments. Next summer the federal government plans to hire about 18,000 students. Through youth employment exchange programs, almost 1,000 Canadian students worked in Europe during summer 1971. Throughout the year the Department keeps some 15,000 Canadians studying abroad informed of job and career opportunities in Canada. Apart from summer employment, and more genuine to the problem of the poor, the Department is vigorously assisting young people to find work or to take training. As Table reveals young people command a more than proportionate share of Manpower counselling placement, training and mobility services. And besides its mainstream efforts, the Department is working with community agencies in the major cities on pilot projects to give encouragement and job information to hard-to-reach youth.

Youth (Under 25 Years 1970-71)

(Figures in thousands)

	Labour Force	Registered for full-time employment at CMC	Full-time Regular Training CMTP	Relocated under CMMP
No.	2175	292	91	.85
%	26%	45%	40%	13%

(g) Other Special Groups

Inmates and former inmates of correctional institutions, Indians and Eskimos, older workers and other persons suffering occupational disadvantages, are given Manpower service geared to their needs. The Department is a member together with the Canadian Penitentiaries Service and the National Parole Service, on the Interdepartmental Committee on the Re-establishment of Inmates of Correctional Institutions, which aims to bring institutional training programs into line with current labour market needs as well as to facilitate the access of prisoners and ex-prisoners to the Canada Manpower Training Program.

Many residents of the Yukon and Northwest Territories, and Indian and Métis in the provinces not only lack the basic education skill levels or cultural orientation needed for jobs but they also may confront prejudice and hostility in applying for work. The Department traditionally has worked closely with Indian Affairs, the Provinces and with employers to encourage the hiring of native persons. In the one year 1970-71, for instance, over 2,700 Northern residents were placed in employment (or 15% of the total work force) and 1,037 received occupational training.

The Department also stresses the valuable contribution older workers make to the economy. Last year, 17,000 men and 20,000 women over 45 referred to training and upgrading.

5. What More Can be Done for the Poor?

Achieving both equity and efficiency calls for a delicate balancing of options in a continuously changing world. Most observers recommend the opening of new avenues to jobs and training for the poor. For manpower programs, this implies an expansion of resources to give more enriched and diversified services to the less competitive. If more resources are not available, it means then a retilting of present efforts and resources towards those with more complex needs. Government departments are always faced with limited budgets. It is important therefore to ensure that in the final trade-off of resources, what is gained in one set of programs for the poor is not lost in other programs through curtailed services or more selective screening.

Through the winter 1971-72, the Department implemented a new \$50 million On-the-Job-Training Program, a supplementary \$20 million Canada Manpower Training Program, and a completely new \$150 million innovative Local Initiatives Program. All were designed to increase employment in the areas where winter unemployment was expected to be most severe. As well as having direct selective employment impact, the Local Initiatives Program summoned community participation and encouraged initiatives that will improve the quality of life in the sponsoring communities. On-the-Job-Training provides practical work experience not readily available through institutional courses; many trainees would either not have benefitted from classroom training or would not have been eligible for training allowances under the terms of the AOT Act. Most of the supplementary CMTP expenditures have been on BTSD courses which help bring the least educated trainees up to levels where they can meet minimum job qualifications or take skill courses. Without doubt therefore, these departmental winter initiatives markedly improved the situation of many of the poor who would have had little alternative but Unemployment Insurance, Welfare or worse.

To pursue new manpower strategies on behalf of the disadvantaged, likely requires that On-the-Job-Training continue along with some employment creation initiatives that, like LIP, can combine opportunities for disadvantaged persons with community betterment and local initiative. There ought also to be a strengthening of counselling services in Canada Manpower Centres so that some specialized counsellors can give more thorough attention to hard core employment cases. New initiatives may also be required to help people adapt to new work or life situations. This could include the purchase of special work orientation courses, the use of more flexible training techniques or of special combinations of work and training periods. This will also undoubtedly call for a strengthening of the outreach of Canada Manpower Centres and of the operating links with the full range of federal, provincial and municipal agencies, community groups, drop-in centres and local associations.

In addition, for some of the physically and mentally handicapped, there will continue to be a need for specialized and comprehensive rehabilitation programs having employment objectives. The federal-provincial Vocational Rehabilitation Program is specifically designed for this purpose. However, the program year after year lags considerably behind the needs of the handicapped and decision makers need to be concerned with stimulating the planned and co-ordinated growth of vocational rehabilitation services over the next few years.

MANPOWER PROGRAMS AND THE POOR

PART II

SUMMARY OF STATISTICAL DATA  
AND MANPOWER/WELFARE RELATIONSHIPS

A - NATIONAL



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Summary of Statistical Data and  
Manpower/Welfare Relationships

A - National Summary

In 1971, three-quarters of Canada's 21.7 million population lived in urban areas of over 1,000 persons. One-fifth was considered poor and about seven per cent were on welfare assistance. In December, with the actual unemployment rate at 6.1%, 530 thousand of the 8.8 million labour force were out of work. About 689 thousand persons were claiming Unemployment Insurance benefits and some 828 thousand persons were seeking jobs through Canada Manpower Centres.

Certain changes between 1969-70 and 1970-71 may be noted. At the end of March 1971, there were 615 thousand families and unattached individuals on welfare -- an increase of almost 17% over March 1970. Over the same period, the numbers of unemployed rose by twenty per cent, while employment grew by only two per cent. The costs of welfare payments rose to more than \$825 million in 1970-71 - a thirty per cent increase over the previous fiscal year. There were

A. 856 thousand Unemployment Insurance claimants in March 1971, 21.5% more than a year before. Regionally, the greatest per cent change in employment was experienced in the Atlantic provinces (up 3.8%); in unemployment, in Ontario (up 36%); in welfare costs and caseloads, in B.C. (up 32%); and in U.I.C. claimants in the Prairies (up 41.4%).

Per Cent Change in Selected Economic  
and Social Indicators  
March 1970 to March 1971, by Region\*

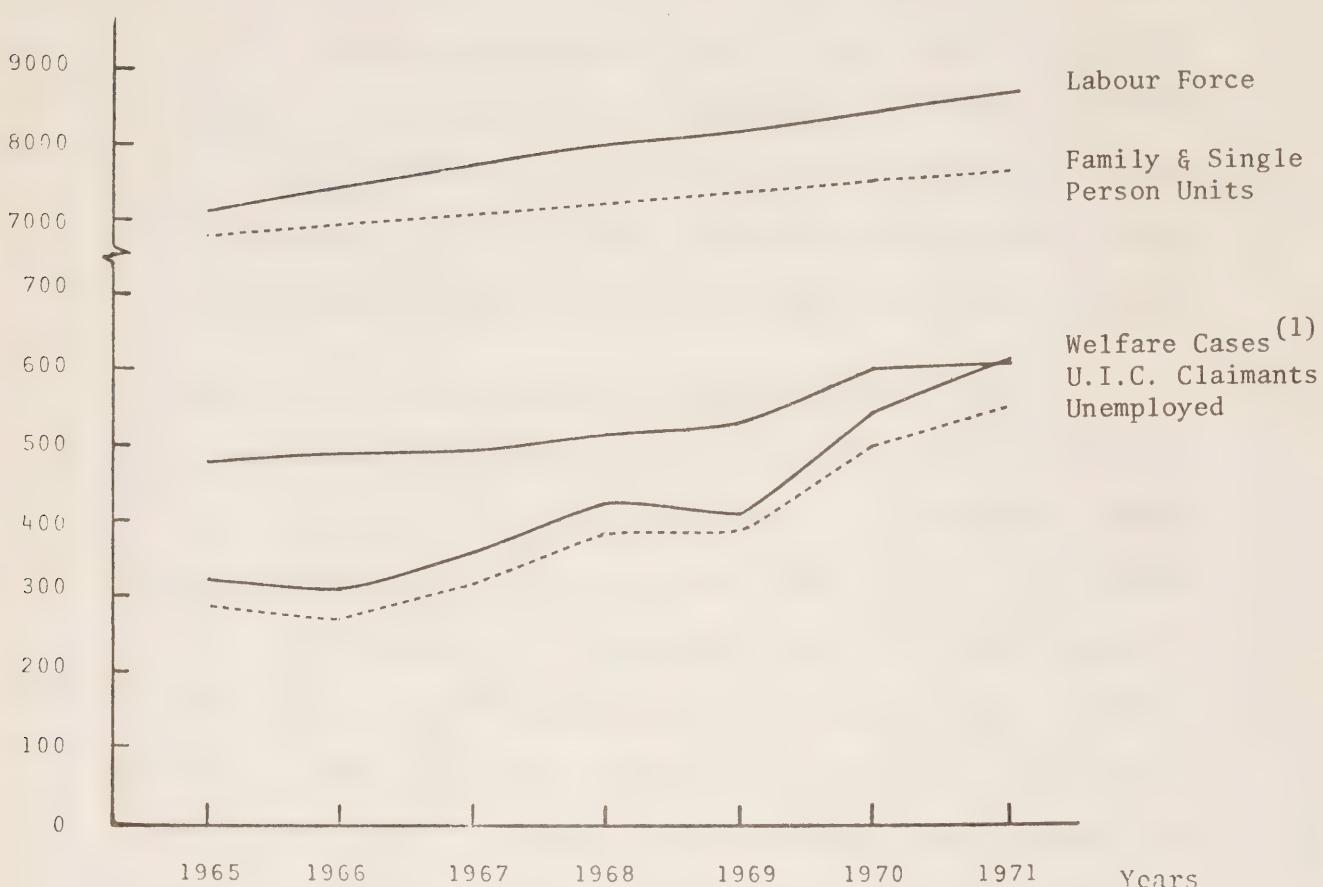
	Atlantic	Quebec	Ontario	Prairie	B.C.	Canada
Labour Force	3.9	4.1	3.7	0.7	3.1	3.3
Employment	3.8	3.1	2.1	---	2.2	2.1
Unemployment	4.5	14.5	36.0	14.5	23.7	20.0
Welfare Cases	17.5	1.3	22.4	24.0	32.0	14.5
U.I.C. Claimants	20.2	17.4	17.2	41.4	27.3	21.5

\* For details see Summary Table 2, Page 29.

Longer-term trends indicate the upward push of unemployment on welfare and on U.I.C. caseloads, particularly on that portion which is dependent on assistance by reason of unemployment.

SELECTED ECONOMIC AND SOCIAL INDICATORS - ANNUAL AVERAGES

(000)



(1) Estimate only for 1971. Cases at March 1, 1971 numbered over 600.

Manpower Services

In 1970-71, CMCs made 641,966 placements in full-time employment;<sup>(1)</sup> authorized 345 thousand persons for training under the C.M.T.P. and enabled 6.4 thousand individuals and families to relocate under the C.M.M.P. Sixty per cent of the trainees and 26% of the relocatees were poor.

In all, CMCs see some 260,000 welfare recipients annually, of whom 100,000 are expected to be placed fairly quickly. Of those not expected to be placed quickly, labour market conditions mainly account for the difficulty in 40% of cases. The remaining placement difficulties are due to personal characteristics, family problems and combinations of these with market conditions.

(1) In calendar year 1971, CMCs made 801,009 full-time placements, up 25% over calendar year 1970.

A survey carried out at all Canada Manpower Centres across Canada during the week June 22-26, 1970, provided information about the characteristics of clients unemployed and seeking work, including welfare recipients. A brief description of the survey is given on page 83.

The data indicate that, compared with other CMC clients, welfare recipients tend to be older; less likely to be married but to have more dependents if they are married; less well educated; poorer in terms of earnings and total family income; longer unemployed, and more difficult to place in a job. Their placement difficulties tend to relate more to personal and social problems than in the case of mainstream clients. These characteristics are shown in detail on a provincial basis in the provincial breakdown section of the Appendix. Some highlights are the following:

#### Age and Sex

Fifty-seven per cent of welfare recipients are over 25 years of age compared with 45% for non-welfare clients. The youngest group was in Manitoba (only 33% of welfare recipients were over 25) and the oldest in Alberta (66% over 25). For all of Canada, 28% of the clients were women, 72% men. The same proportions also pertained for the welfare group.

#### Marital Status

Forty-one per cent of the male welfare recipients were married compared with 53% of other CMC clients. Among provinces, the percentage of married male welfare recipients ranged from a low of 28% in B.C. to 64% in Newfoundland. The percentages for other male clients in these two provinces were 20% and 61% respectively. Thus, in these provinces at least, somewhat more welfare recipients were married than were non-welfare clients.

#### Education

In general, the welfare client is less well educated than his non-welfare counterpart -- 63% having 9 years of schooling or less compared with 39% for the non-welfare group. The largest group of less well-educated recipients were in Quebec (78% having 9 years of schooling or less) and the smallest (45%) in British Columbia.

#### Dependents

Thirty-three per cent of the welfare clients in Newfoundland had four or more dependents (compared with 20% for non-welfare clients), whereas none of the recipients registered at CMCs in Manitoba were in this category and in the other provinces the percentage of welfare clients with more than four dependents ranged from 6% (Nova Scotia) to 25% (Saskatchewan).

#### Unemployment Insurance

Some welfare recipients were also in receipt of U.I.C. benefits. Indeed, in some provinces (Nova Scotia, New Brunswick, Ontario) a greater proportion of welfare recipients than of non-welfare clients received U.I.C. Seven per cent of welfare recipients in Newfoundland also received U.I.C. benefits (27% of their non-welfare counterparts received U.I.C.) whereas in New Brunswick 19% of welfare recipients were on U.I.C. compared with only 10% of the non-welfare group.

#### Weekly Wage Last Job

In all provinces, welfare recipients tended to have earned less in their last job than other clients. New Brunswick showed the largest number of lower earners -- 84% of the welfare group and 68% of the other CMC clients earned \$80 a week or less. In British Columbia, by contrast, only 41% of the welfare group and 34% of the non-welfare clients were among the lower earners.

#### Total Annual Earnings

All the welfare recipients in New Brunswick and Nova Scotia earned \$4,000 or less in 1969 compared with 85% and 81% respectively for the non-welfare group. Interestingly, fewer CMC clients in Newfoundland were "low earners" than in any other province except Alberta and British Columbia. This was similar for the welfare group alone, fewer (77%) Newfoundland recipients earning \$4,000 or less than in any province but British Columbia.

#### Annual Family Income

Again, Newfoundland comes off fairly well. Only 35% of the non-welfare clients reported annual family incomes of \$4,000 or lower

(bettered only by British Columbia at 27%). Among the welfare group, however, Newfoundland falls to fifth place with 67% having "low" family income. Eighty per cent of Manitoba welfare recipients at CMCs were below the \$4,000 family income level compared with 42% of the non-welfare clients in that province. In all provinces, there is a wide spread between the family income levels of welfare and non-welfare clients, much greater than the spread in individual annual earnings or in weekly wages between the two groups. Over half the welfare group were below family incomes of \$4,000 compared with somewhat over a third of the non-welfare clients.

#### Time Since Last Job

Among male welfare recipients, those unemployed over 7 months ranged from 73% in Newfoundland (26% for non-welfare clients) to 21% in Alberta (13% of non-welfare clients). Very long-term unemployment (over 2 years) ranged from "no reports" in Nova Scotia to 17% of the Quebec male welfare recipients (2% of the non-welfare).

#### Previous Training Under C.M.T.P.

In five provinces, including Ontario and Quebec, a greater proportion of welfare recipients than non-welfare clients had previously received training under C.M.T.P. The percentages for the welfare group ranged from 9% in British Columbia to 45% in Nova Scotia and for the non-welfare, from 8% in Ontario to 36% in Newfoundland.

#### Counsellor's Expectation of Placement

In Canada as a whole, CMC Counsellors expect to place 38% of the welfare group and 51% of the non-welfare clients in employment fairly quickly. These proportions vary, for the welfare group, from 16% in New Brunswick to 45% in Quebec and Alberta and, for the mainstream clients, from 43% in Saskatchewan to 60% in New Brunswick. It would be interesting to know the reason for the 44% spread between counsellors placement expectations for welfare and non-welfare clients in New Brunswick and the equal expectations (43%) for the two groups in Saskatchewan. In no province did counsellors expect to place welfare recipients more quickly than non-welfare.

#### Reasons for Placement Difficulties

Placement difficulties were attributed simply to 'labour market conditions' more frequently for mainline than for welfare clients. For the latter group, personal, social and family problems -- along or in combination with labour market conditions -- loomed larger. In New Brunswick, labour market conditions alone accounted for only 13% of welfare clients' (43% of mainline clients') placement difficulties. In Newfoundland, market conditions were given as the overwhelming reason for placement problems (69% of welfare clients; 91% of other clients).

#### Relationship of the Department of Manpower with Welfare and Other Agencies

Owing to the diversity of social service and welfare arrangements throughout the country, the Department's relationships with these agencies do not follow a uniform pattern for all provinces. The prime point of contact is the CMC, backed up at program and policy levels with Regional and Headquarters direction and support.

CMCs and Regional Offices maintain regular contact with the major federal, provincial, municipal and private agencies, such as:

##### Federal Agencies

Indian Affairs

National Health and Welfare

Penitentiary and Parole Services

Regional Economic Expansion

Veterans Affairs

Secretary of State

U.I.C.

##### Provincial

Departments of Welfare

Health

Education

Labour

Correctional Institutions

Workmen's Compensation Boards

Rehabilitation and other  
interdepartmental Committees  
Indian and Métis Agencies  
General and Mental Hospitals

Municipal

Public Welfare  
Health  
Education  
Hospital  
Jails

Private

Voluntary Health and Welfare Organizations  
Indian and Métis Associations  
Rehabilitation Agencies, Centres and Workshops  
Youth and Community Clinics and Centres

Agency relations often serve several purposes at once. These may be basically categorized as

- 1) service relationships - to bring CMC services to bear on the problems of individual clients - usually those referred by the agencies - with the aim of restoring the disadvantaged to employment.
- 2) program planning and coordination - co-operating with agencies and departments in establishing programs; informing about Manpower programs; negotiating referral and service arrangements, consulting on technical committees in order to develop and improve services to clients

A great variety of formal and informal arrangements have been established to pursue these relationships.

- membership in inter-agency committees
- secondment of manpower counsellors to agencies
- participation in "case conferences"
- use of referral systems
- participation in local seminars, courses, meetings

- use of outstation or mobile CMCs to extend service contacts
- joint planning and joint services delivery arrangements
- formal and informal consultation among officials
- day-to-day contacts between CMC counsellors and community agency staffs

It would be appropriate to refer here to a few fairly representative arrangements.

In British Columbia, 33 communities have rehabilitation committees representing Health, Welfare, Manpower and other agencies, which coordinate local services to disabled and disadvantaged on an individual basis. Manpower's Regional Office is now working with the Province to establish similar committees for Metropolitan Vancouver. In addition, the Regional Office has established a two-way referral system to ensure good information flow and counsellor accountability for clients referred to Manpower by welfare agencies. Last year, this system handled 724 cases.

In the Prairie Region, Indians and Métis form a major group needing services. The Department's relationships with agencies such as Indian Affairs, Saskatchewan Indian and Métis Department and various private Indian and Métis groups are therefore very significant and many CMCs have designated an "agency contact officer" to ensure good interface. Moreover, to maintain emphasis on provision of services, so that native peoples can obtain training and employment, CMCs have established and are increasing itinerant services to reserves and Métis communities.

In Quebec, after considerable planning and discussion with the Provincial Social Affairs Department to clarify roles and responsibilities, satisfactory arrangements were made for Departmental participation in local "Comités de retour à la vie normale des assistés sociaux". Today there are 20 Comités operating, and Manpower counsellors act as consultants on questions relating to the labour market and on the services and programs provided by the Department. In addition, special forms have been developed to exchange information back and forth between

CMCs and the Comités.

The foregoing are merely examples of interface arrangements, of which there are others, each suited to the particulars of a local or provincial situation. This capability for selective response to different needs is, we feel, the sine qua non of meaningful, well articulated relations between the Manpower and Welfare systems. These particular arrangements can, of course, only exist as part of the massive day-in, day-out operations of the Department for its clients, including welfare recipients and disadvantaged persons.

TABLE 1

CANADA

## SUMMARY TABLE - ECONOMIC AND SOCIAL INDICATORS

Indicator	Calendar or Fiscal Year						
	1965 65-66	1966 66-67	1967 67-68	1968 68-69	1969 69-70	1970 70-71	1971 71-72
Total Population (1)	19,644,000	20,015,000	20,405,000	21,744,000	21,061,000	21,377,000	21,681,000
% urban							76.3%
% low income							
% on welfare							
Labour Force (2)							
Employed	7,141,000	7,420,000	7,694,000	7,919,000	8,162,000	8,374,000	8,631,000
Unemployed	6,862,000	7,152,000	7,379,000	7,537,000	7,780,000	7,879,000	8,079,000
Rate	280,000	267,000	315,000	382,000	382,000	495,000	552,000
Increase of Employment over Previous Year							
Welfare Cases (3)	476,270	485,669	491,751	517,195	521,245	597,152	
Welfare Payments (4) (\$000)	485,848	470,488	520,898	595,836	631,131	825,488	
U.I.C. Claimants (5) (2)	322,000	315,000	367,000	423,000	410,000	541,000	
U.I.C. Payments (5) (\$000)	312,110	295,301	352,645	438,128	498,992 <sup>e</sup>	695,221	
C.M.C. Placements (4) (6)	960,995	840,853	742,721	724,705	722,832	648,966	
% on welfare							12.1%
C.M.T.P. Trainees (4)							
C.M.M.P. Relocates (4)							
(1) At June 1	183,540	301,200	304,899	344,846			
(2) Annual Averages		5,757	6,591	7,460			
(3) Family and single person units at end of fiscal year							
(4) Fiscal Year							
(5) Calendar Year							
(6) Excluding casuals							

(1) At June 1  
 (2) Annual Averages  
 (3) Family and single person units at end of fiscal year  
 (4) Fiscal Year  
 (5) Calendar Year  
 (6) Excluding casuals

TABLE 2

Summary Table  
Selected Economic and Social Indicators  
Per Cent Change March 1970 to March 1971  
Canada and Regions  
(Persons in Thousands)

	<u>March 70</u>	<u>March 71</u>	<u>% Change</u>
<u>Employment</u>			
Canada	7,525	7,686	2.1
Atlantic	551	572	3.8
Quebec	2,031	2,094	3.1
Ontario	2,892	2,953	2.1
Prairies	1,263	1,262	- .08
Pacific	788	805	2.2
<u>Unemployment</u>			
Canada	542	650	20.0
Atlantic	67	70	4.5
Quebec	206	236	14.5
Ontario	141	192	36.0
Prairie	69	79	14.5
Pacific	59	73	23.7
<u>CMC Registrations (Clients without Employment)</u>			
Canada	659,6	623,8	- 5.4
Atlantic	81,9	79,3	- 3.2
Quebec	209,6	195,8	- 6.6
Ontario	222,6	210,6	- 5.3
Prairie	84,9	71,5	-15.8
Pacific	60,6	66,6	10.0
<u>Average Monthly U.I.C. Claimants</u>			
Canada	705,1	856,5	21.5
Atlantic	104,6	124,9	20.2
Quebec	221,6	260,3	17.4
Ontario	222,9	261,3	17.2
Prairie	81,4	115,1	33.7
Atlantic	74,6	95,0	27.3
<u>Welfare Cases</u>			
Canada	521,0	597,1	14.5
Atlantic	59,7	70,1	17.5
Quebec	212,0	214,8	1.3
Ontario	116,1	142,1	22.4
Prairie	71,6	88,8	24.0
Pacific	61,6	81,3	32.0



PART II - SUMMARY OF STATISTICAL  
DATA AND OF MANPOWER RELATIONSHIP WITH  
THE WELFARE SYSTEM

B - PROVINCIAL SECTION  
ONTARIO



### Ontario

Ontario has a population of 7.8 million (82% urban) of whom 12.6% are poor and 4.5% are on welfare. The labour force numbers over three million, with an unemployment rate in 1970 of 4.3% -- up from 3.1% the year before. In 1970, employment increased by 60,000 -- down 46,000 from 1969. On a monthly average, UIC claimants numbered 125,000, up 44% over 1969, and 263,000 persons with ut work were registered at CMCs, up 48% over 1969. At March 31, 1971, there were 142 thousand family heads and individuals drawing welfare -- about 23% of them due to inability to find employment (this "employable" group is equivalent to one quarter of the unemployed). In 1970-71, welfare costs rose 34.5% to \$233.6 million.<sup>(1)</sup>

#### Manpower Services to Welfare Recipients

Some 87,360 welfare recipients are seen annually by CMCs in Ontario and in 1970 about 43,000 were placed in employment. Of 70,161 CMTP trainees in 1970-71, 55,611 attended full-time public courses. Of these, 55.4% or 30,800 persons were below poverty levels.

40% of the welfare clients and 48% of other CMC clients were under 25 years of age. Half the men on welfare were married: 13% of the recipients had more than 4 dependents (only 5% of the non-welfare group). Ontario welfare recipients were notably better educated than their Quebec counterparts - 46% had better than 9 years schooling. They were also not so poor - only 48% had weekly wages below \$80, 79% had annual earnings below \$4000 and 58% had total family incomes below \$4000. Neither had they experienced such long unemployment - 28% (55% in Quebec) had not had a job for over 7 months. Eighteen per cent of welfare clients had previously trained under CMTP - but only 8% of the non-welfare group - a significant penetration of CMTP into the welfare client group. Counsellors expected to place 30% of welfare clients fairly quickly (54% of other clients). Difficulty of placement was due to labour market conditions in 53% of the cases.

---

(1) See Summary Table page

Manpower/Welfare Interface

CMCs and Regional Office of Manpower maintain relations with major federal, provincial, municipal and private agencies, as shown in the attached summary. Seminars are among the effective methods used -- for example, one held in Toronto for over 100 agencies, at which Manpower, Provincial Welfare, UIC and WCB formed a panel to answer questions. Counsellors are also seconded to certain major projects such as the Youth Employment Service and Project 71 (Youth) of the Social Planning Council. One problem noted here as elsewhere is that too many welfare clients are referred to CMCs for help when they are quite obviously not competitive in the labour market.

ONTARIO REGION - CANADA MANPOWER

SUMMARY OF RELATIONSHIP WITH WELFARE SYSTEM

1. MAJOR CONTACTS

Federal Departments

- Indian Affairs
- Regional Economic Expansion
- Unemployment Insurance Commission
- Public Service Commission
- Solicitor General

Provincial Departments

- Education
- Labour
- Social and Family Services
- Trade and Tourism
- Corrections
- Rehabilitation

Private and Municipal Agencies

- COSTI
- Social Planning Council
- Youth Employment Service
- Youth Project 71
- Fortune Society
- Atlantic Centre

2. IMPORTANCE AND/OR NATURE OF RELATIONSHIP

Federal Agencies

- (1) Solicitor General - refer clients to us for employment, training, etc.
- (2) U.I.C. - referral to U.I.C. of clients for whom application for benefits is indicated, pending location of employment and co-
- (3) Secretary of State - we refer clients for language training or information about citizenship.

Provincial Agencies

- (1) Addiction Research Foundation - co-operation in placement of clients who are being treated or cured of alcoholic and drug problems.
- (2) Department of Education - establish equivalency standard of education.
- (3) Department of Labour - we refer clients
  - (1) Employment Standards - complaints about salary, working conditions, etc.
  - (2) Apprenticeship - clients wishing to enter certified trades.

- (3) Women's Bureau Careers Centre -
  - provide useful publications; also refer clients to us for our services.
- (4) Services for Working People -
  - refer clients for service.
- (4) Department of Social & Family Services
  - (1) we refer clients for vocational rehabilitation services.
  - (2) weekly liaison for their clients, in Metro needing C.M.T.P.
- (5) Community Colleges
  - (1) referral of clients interested in courses not under C.M.T.P.
  - (2) referral of N.I.A.L.'s for appraisal of skills.
- (6) Provincial Secretary, Citizenship Branch
  - translation of documents.
- (7) General Hospitals
  - liaison with social services departments re referral of clients to us.
- (8) Mental Health Centres (Psychiatric Hospitals)
  - liaison re referral of clients to us.
- (9) Workmen's Compensation Board
  - liaison for their clients needing our services.
- (10) Clarke Institute
  - liaison re referral of clients who have been treated for emotional or mental problems.

#### Municipal Agencies

- (1) Metro Toronto Department of Social Services
  - referrals to them of clients needing financial assistance, etc.
  - they refer clients needing our services.
- (2) Community Information Centre
  - excellent source of information for us for resources to assist clients with a large variety of problems.
- (3) Board of Education
  - we refer immigrants for English courses.
  - clients for assessment of academic certificates.

### Private Agencies

(1) Elizabeth Fry Society	- liaison for referral of women released from prison for our services.
(2) John Howard Society	- as above for males.
(3) Salvation Army, Scott Mission, Good Shepherd Refuge	- short-term assistance for food, shelter, clothing.
(4) Youth Employment Service	- we refer youth with serious employment problems for work orientation training or counselling and placement.
(5) International Institute	- we refer clients for language training, resumé writing and reproducing. - they refer clients needing our services.
(6) C.O.S.T.I.	- we refer clients for language training.
(7) Professional Associations	- assessment of documents.
(8) Jewish Vocational Services	- refers clients to us for our services.

There are many others that are just as important with which we retain liaison.

### 3. METHODS OF FACILITATING INTERFACE

- (1) A special referral form has been developed by the Provincial Rehabilitation Services Branch (Department of Social and Family Services) which has improved meaningful referral service.
- (2) A special referral form is used by the Municipal Welfare Department. We return the form to them with requested information.
- (3) Senior Counsellors in all Metro Toronto offices are designated as liaison counsellor with specific agencies.
- (4) With certain agencies, we maintain a regular schedule of speaking engagements for clients nearing release.
- (5) Certain CMCs in Toronto are members of committees on central bodies with active participation by a number of agencies.

### Record of Agency Contacts

This varies throughout the Toronto CMCs. The most general system is a record of referral to agencies by counsellors for the M.I.S. report (either a copy of M369 on file, a monthly report or records by Senior Counsellors).

Usually, visits to agencies are recorded on MAN737. A record of visits from agencies is usually maintained, either on a public relations record kept in the office or a record by the liaison counsellor.

### Specific Operational Links

- (1) Two counsellors seconded to Youth Employment Service.

(2) One counsellor seconded to the Social Planning Council - Project '71.

4. EXAMPLES OF EFFECTIVE RELATIONSHIPS

a) One very successful attempt at establishing effective relationships has been with Services for Working People which was set up by the Ontario Department of Labour to help direct non-English speaking immigrants and English speaking groups with limited skills and resources (in a certain area of the city) to the proper agency to help solve their problems. The contact was first made at the managerial level, then liaison was set up. After meetings to set forth our services and limitations and to learn the purpose of the agency, referrals were made to us on an appointment basis through our liaison counsellor. A follow-up was done on each case to explain why the person could not receive the requested service when this happened, etc. This required a great deal of time originally, but gradually the agency became more and more knowledgeable about our services, was able to screen clients more efficiently and the volume of referrals decreased. Now it is only necessary for them to contact our liaison counsellor when an exceptional case comes up and it is only necessary for us to contact the agency about changes of policy or personnel which will affect their referral service. Clients have been saved fruitless trips, the agency has learned more about other services available through our liaison and our counsellors are able to utilize their time for clients they really can help.

b) Our Regional Office convened a one-day seminar with over 100 Metro Toronto agencies. Our Department, along with WCB, Welfare, UIC and Provincial Rehabilitation formed a panel to handle questions and concerns from the participants, and major addresses were given describing the roles of the panel members.

5. EXAMPLES OF DIFFICULT RELATIONSHIPS

The most troublesome point in overall relationships is changes in staff in agencies. Frequently, liaison is developed to be highly effective, staff turns over and we start all over again.

The following are three frustrating situations we have been unable to resolve.

(1) Workmen's Compensation - Too often assessments seem stereotyped and do not provide necessary information for a counsellor.

(2) Metro Social Services Department - Too high a percentage of clients referred to us for assistance are very obviously not competitive in the labour market. There are so many instances of this that we must assume referral of clients to a CMC follows a pre-set formula. Apparently, very little realistic appraisal enters into these referrals.

(3) Vocational Rehabilitation Services Branch of Ontario Department of Social and Family Services - Referrals to this agency are often rendered ineffective due to the lapse of time between referral and actual action on a program for the client. Some four or five weeks elapses between referral and intake interview, followed by a period of 4 to 5 months before interview with a counsellor. There is little feed-back from the agency counsellor to our referring counsellors, except upon specific request. The result is often confusing for clients who return to us while still in the care of the agency. In some instances their cases have been closed in vocational rehabilitation, but with no notification to Manpower.

## ONTARIO

SUMMARY TABLE - ECONOMIC AND SOCIAL INDICATORS

Indicator	Calendar or Fiscal Year					
	1965	1966	1967	1968	1969	1970
65-66	66-67	67-68	68-69	69-70	70-71	71-72
Total Population (1)	6,788,000	6,981,000	7,149,000	7,306,000	7,452,000	7,637,000
% urban (7)	80.4					
% low income (8)						
% on welfare (9)						
Labour Force (2)						
Employed	2,614,000	2,719,000	2,834,000	2,934,000	3,032,000	3,130,000
Unemployed	2,548,000	2,651,000	2,745,000	2,830,000	2,936,000	2,996,000
Rate	66,000	69,000	89,000	104,000	95,000	134,000
Increase of Employment over Previous Year						
Welfare Cases (3)						
Welfare Payments (4) (\$000)						
U.I.C. Claimants (5) (2)	112,954	117,998	129,797	155,128	173,628	233,596
U.I.C. Payments (5) (\$000)	90,000	91,000	114,000	130,000	125,000	140,000
C.M.C. Placements (4) (6)	86,234	82,291	108,051	133,116	152,503	229,642
% on welfare	336,284	310,887	268,744	289,792	271,338	239,837
C.M.T.P. Trainees (4)						
C.M.M.P. Relocates (4)						

(1) At June 1  
 (2) Annual Averages  
 (3) Family and single person units at end of fiscal year.

(4) Fiscal Year  
 (5) Calendar Year  
 (6) Excluding casuals

(7) Population in centres over 1,000  
 (8) Statistics Canada/Economic Council Poverty Line  
 (9) Provincial Welfare Figures

(7) 1966 Census  
 (8) 1967  
 (9) 1967



MANPOWER PROGRAMS AND THE POOR

PART III

STATISTICAL APPENDIX



PART III

APPENDIX A

WELFARE AND MANPOWER STATISTICS



APPENDIX A

WELFARE AND MANPOWER STATISTICS,  
CANADA AND PROVINCES

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TABLE 1  
Number of Welfare Cases by Province

YEAR	NFLD. TN	P.E.I. IPE	N.S. NE	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. CB	CANADA
1965-66	21,046	3,204	16,988	14,706	160,193	113,707	20,333	26,195	42,739	57,159	476,270
1966-67	21,692	8,356	16,258	13,625	170,933	115,612	19,691	21,848	40,898	56,756	485,669
1967-68	26,626	5,570	17,025	14,425	180,555	111,098	17,765	20,509	40,538	57,640	491,751
1968-69	23,395	4,390	16,546	15,543	196,684	124,589	19,280	20,621	36,417	59,739	517,195
1969-70	23,123	2,738	18,839	15,125	212,051	116,129	21,869	21,065	28,579	61,656	521,245
1970-71	24,984	2,831	22,172	20,088	214,780	142,141	28,244	22,696	37,918	81,298	597,152

Source: Data Supplied by Provincial Officials

Note: Because of certain inconsistencies between provinces in the definition of "a case" the merging and development of programs and the administration of welfare by two levels of government the figures included in this table could include a degree of duplication, especially in the earlier years.

TABLE 2  
Welfare Payments by Province  
(\$ Thousands)

YEAR	NFLD. TN	P.E.I. IPE	N.S. NE	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. CB	CANADA
1965-66	18,320	2,415	13,789	12,053	156,492	112,954	14,408	19,610	37,754	48,054	485,848
1966-67	25,730	4,885	14,870	12,072	166,534	117,998	17,903	21,327	40,394	48,776	470,488
1967-68	35,685	3,815	17,924	13,323	190,469	129,797	18,074	21,438	42,298	48,076	520,898
1968-69	32,783	3,210	17,874	16,488	218,475	155,128	22,330	22,430	46,889	60,227	595,836
1969-70	33,436	2,666	19,826	15,763	218,794	173,628	30,433	21,448	49,523	65,548	631,131
1970-71	35,671	3,247	21,213	24,335	268,770	233,596	42,303	29,783	62,806	102,235	825,488

Source: Federal Provincial Task Force on Costs of Welfare Services

TABLE 3  
Number of Welfare Recipients\* by Province  
and as per cent of population,  
March 1970 and 1971

Province	March 1970		March 1971	
	No.	%	No.	%
Newfoundland	85,156	16.6	92,269	17.8
Prince Edward Island	10,378	9.4	10,630	9.7
Nova Scotia	44,720	5.9	46,733	6.1
New Brunswick	51,789	8.3	68,248	10.9
Quebec	518,982	8.7	484,357	8.1
Ontario	284,623	3.8	341,388	4.5
Manitoba	51,146	5.2	76,395	7.8
Saskatchewan	52,348	5.5	68,483	7.3
Alberta	73,803	4.7	95,980	6.0
British Columbia	122,523	5.9	157,863	7.4
Canada	1,295,368	6.2	1,447,113	6.8

\* Includes dependents

TABLE 4  
Costs of Welfare Assistance Payments

<u>Province</u>	<u>1969-70</u>	<u>1970-71</u>	<u>% Increase</u>
Newfoundland	\$ 33,436	\$ 35,671	6.7
Prince Edward Island	2,666	3,247	21.8
Nova Scotia	19,826	21,213	7.0
New Brunswick	15,763	24,335	54.4
Quebec	218,794	268,770	22.8
Ontario	173,628	233,596	34.5
Manitoba	30,433	42,303	39.0
Saskatchewan	21,448	29,783	38.9
Alberta	49,523	62,806	26.8
British Columbia	64,548	102,235	58.4
Yukon Terr. and Northwest Terr.	781	1,275	63.3
<b>TOTAL</b>	<b>630,846</b>	<b>825,234</b>	

TABLE 5  
Number of Welfare Recipients

<u>Province</u>	<u>Mar 1970</u>	<u>Mar 1971</u>	<u>% Increase</u>
	\$	\$	
Newfoundland	85,156	92,269	8.4
Prince Edward Island	10,378	10,630	2.4
Nova Scotia	44,720	46,733	4.5
New Brunswick	51,789	68,248	31.8
Quebec	518,982	484,357	-6.7
Ontario	284,623	341,388	19.9
Manitoba	51,146	76,395	49.4
Saskatchewan	52,348	68,483	30.8
Alberta	73,803	95,980	30.0
British Columbia	122,523	157,863	28.8
Canada	1,295,368	1,447,113	11.7

TABLE 6

UIC CLAIMANTS, 12 MONTH AVERAGES  
(Thousands)

	1965	1966	1967	1968	1969	1970
Newfoundland	16	17	18	19	19	19
Prince Edward Island	3	3	3	3	3	3
Nova Scotia	19	18	19	20	20	21
New Brunswick	18	18	18	19	19	20
Quebec	104	99	117	138	133	168
Ontario	90	91	114	130	125	180
Manitoba	14	11	12	16	15	19
Saskatchewan	10	8	9	11	13	15
Alberta	16	13	14	17	16	26
British Columbia	34	36	43	50	47	69
Canada	322	315	367	423	410	541

TABLE 7  
 TOTAL ANNUAL U.I.C. PAYMENTS  
 (Thousands of Dollars)

Province	1965	1966	1967	1968	1969	1970
Newfoundland	18019	17568	19664	20526	23870	25348
Prince Edward Island	3096	2953	3163	3695	3887	4200
Nova Scotia	16517	16376	18152	19540	23343	26514
New Brunswick	16570	16201	17388	19784	22107	25216
Quebec	101593	94493	111971	145463	164347	212077
Ontario	86234	82291	108051	133116	152503	229642
Manitoba	13243	11481	11538	16094	17652	25091
Saskatchewan	9487	8631	8810	11864	16263	21516
Alberta	15033	11771	13196	17206	19928	33821
British Columbia	32317	33535	40714	50840	55091	91800
Canada	312110	295301	352645	438138	498992	695221

Source: Statistics Canada 73.001

TABLE 8  
 RELATIONSHIP AMONG WELFARE RECIPIENTS, CMC  
 REGISTRATIONS AND LABOUR FORCE POPULATION,  
JULY, 1970

Employment Status	Welfare Recipients (1)	CMC Registrations (2)		Labour Force Population (000) (3)
		On Welfare	Non-Welfare	
Not available for work	556,080	-	-	6,211
Employed	19,860	4,000	26,000	8,301
Unemployed	86,060	90,000	600,000	518
Total	662,000	94,000	626,000	15,030

(1) Excluding Dependents. Total number is 1,300,000. Source: Report of Special Senate Committee on Poverty, p. 13.

(2) Could include adult dependents. Source: CMC Client Survey, June 1970 applied to July 1970 registrations.

(3) Monthly Statistics Canada Labour Force Survey. Population 14 years of age and over.

TABLE 9  
Canada Manpower Training Program Trainees\*

Province	1967-68 (000's)	1968-69 (000's)	1969-70 (000's)	1970-71 (000's)
Newfoundland	4,119	12,024	8,589	10,091
Prince Edward Island	1,474	2,791	4,130	5,631
Nova Scotia	4,729	17,716	11,261	12,140
New Brunswick	4,756	8,111	11,380	13,965
Quebec	68,748	98,652	135,657	161,740
Ontario	69,049	101,216	70,527	70,161
Manitoba	5,979	15,918	12,084	11,158
Saskatchewan	4,761	10,363	9,078	9,020
Alberta	11,168	22,099	19,873	18,411
British Columbia	8,757	12,320	22,320	32,529
Canada	183,540	301,200	304,899	344,846

\* Includes part-time training  
Source: Manpower and Immigration Annual Reports

TABLE 10

C.M.T.P. Impact of the Occupational Training of Adults Program  
on the Poor

	Poverty Incidence	
	Among CMTCP Clients (a)	Among all families and unattached individuals in Canada 1965 (b)
Unattached Individuals		
- male	41	31
- female	75	45
Total	53	39
Families		
- male heads		
- 2 members	51	24
- 3 members	56	15
- 4 members	63	13
- more than 4	74	18
Total (male heads)	63	18
- female heads		
- 2 members	93	35
- 3 members	95	34
- 4 members	98	33
- more than 4	97	34
Total (female heads)	94	34
TOTAL FAMILIES	66	20
TOTAL	60	24

(a) The poverty line used is the Podoluk definition updated by the Consumer Price Index to 1970, which was \$1,957 for one person, \$3,262 for two, \$3,915 for three, \$4,567 for four, and \$5,220 for five or more.

(b) The poverty line used for 1965 is \$1,610 for one person, \$2,684 for two, \$3,221 for three, \$3,757 for four, and \$4,294 for more than four. The data in this column are based on income distribution data by type and size of expenditure unit in 1965, but information on the sex of family heads is lacking for that year. Therefore, the 1961 sex composition of heads of poor families and unattached individuals was applied to the 1965 data.

Sources: Departmental Statistics, D.B.S., Income Distribution by Size in Canada, 1965; Economic Council of Canada, "Statistical Tables Relating to 'The Problem of Poverty'", October 1968, Tables 3 and 5.

TABLE 11  
Canada Manpower Training Program  
1969-70

	Trainees with Weekly Earnings Less Than \$50 before Training		Trainees with Less Than Grade 9 Education	
	No.	% of all Trainees	No.	% of all Trainees
British Columbia, Northwest Territories and Yukon	1,220	17.6	1,925	24.8
Alberta	1,324	11.3	1,644	13.1
Saskatchewan	846	17.3	1,648	31.2
Manitoba	1,007	18.2	2,520	41.2
Ontario	13,860	25.5	17,323	29.0
Quebec	18,093	27.6	36,029	51.9
New Brunswick	1,023	19.7	3,241	57.4
Nova Scotia	1,786	19.3	5,250	53.0
Prince Edward Island	858	34.1	1,519	56.9
Newfoundland	1,455	25.7	2,995	47.4
Total *	41,472	24.2	74,094	40.0

\* Total includes Northwest Territories and Yukon.

TABLE 12  
Canada Manpower Mobility Program Reloctees

	1967-68 (000's)	1968-69 (000's)	1969-70 (000's)	1970-71 (000's)
Newfoundland	584	342	378	329
Prince Edward Island	22	36	39	21
Nova Scotia	214	185	280	184
New Brunswick	80	142	179	126
Quebec	1,434	2,242	3,487	2,731
Ontario	2,489	2,732	1,989	1,863
Manitoba	211	152	198	123
Saskatchewan	137	236	406	382
Alberta	120	102	125	230
British Columbia	466	422	379	393
Canada	5,757	6,591	7,460	6,382

Source: Manpower and Immigration Annual Reports

TABLE 13

MANPOWER MOBILITY - Impact of Exploratory and Relocation Grants On the Poor

	Poverty Incidence	
	Among CMMP Clients a/	Among all families & unattached individ- uals in Canada 1965- b/
	%	%
Unattached Individuals		
- male	9	31
- female	38	45
Total	11	39
Families		
- male heads		
- 2 members	19	24
- 3 members	26	15
- 4 members	34	13
- more than 4	48	18
Total (male heads)	35	18
- female heads		
- 2 members	75	35
- 3 members	71	34
- 4 members	92	33
- more than 4	86	34
Total (female heads)	77	34
TOTAL FAMILIES	35	20
TOTAL	26	24

a/ The poverty line used is the Podoluk definition updated by the Consumer Price Index to 1968, which was \$1,730 for one person, \$2,883 for two, \$3,460 for three, \$4,036 for four, and \$4,613 for five or more.

b/ The poverty line used for 1965 is \$1,610 for one person, \$2,684 for two, \$3,221 for three, \$3,757 for four, and \$4,294 for more than four. The data in this column are based on income distribution data by type and size of expenditure unit in 1965, but information on the sex of family heads is lacking for that year. Therefore, the 1961 sex composition of heads of poor families and unattached individuals was applied to the 1965 data.

Sources: Departmental Statistics; D.B.S., Income Distribution by Size in Canada, 1965; Economic Council of Canada, "Statistical tables Relating to 'The Problem of Poverty'", October 1968, Tables 3 and 5.

TABLE 14

Canada Manpower Mobility Program - Relocated - 1969/70

	Percentage of the Unemployed	Per 100,000 of the Labour Force	With less than Grade 9 Education as a % of all Relocated
British Columbia, Northwest Territories and Yukon	0.6	32	14.7
Alberta	0.6	18	)
Saskatchewan	2.3	88	) 17.5
Manitoba	1.3	37	)
Ontario	1.8	60	19.3
Quebec	1.8	126	28.8
New Brunswick	.9	76	)
Nova Scotia	1.8	97	) 17.8
Prince Edward Island	1.4	86	)
Newfoundland	2.2	229	)
Total *	1.4	72	23.1

\* Total includes Northwest Territories and Yukon.

TABLE 15

Vocational Rehabilitation of Disabled Persons  
1961-1971  
(9 Provinces) (1)

Year	No. of Persons Rehabilitated	Total Federal- Provincial Expenditure (2) (\$000)	Expenditures Per Persons Rehabilitated (\$000)
1961-62	1452	1,101	750
1962-63	1570	1,566	995
1963-64	1779	2,023	1,130
1964-65	1948	2,415	1,250
1965-66	2334	3,211	1,370
1966-67	2456	3,374	1,370
1967-68	2881	4,216	1,450
1968-69	2973	7,395	2,480
1969-70	2896	10,026	3,480
1970-71	3605	11,416 (3)	3,150

(1) All figures are exclusive of Quebec, which has never participated in the Vocational Rehabilitation Cost-Sharing Agreement, and only participated in Technical and Vocational Training Agreement (TVT) (Schedule 6 - Training of the Disabled) up to 1966-67.

(2) Includes shareable costs for vocational training of the disabled which were covered under TVT Agreements until 1967, and under Vocational Rehabilitation Agreements thereafter.

(3) Includes expenditures of \$898,406 for which payments were made in 1971-72.

PART III

APPENDIX B

CHARACTERISTICS OF WELFARE RECIPIENTS  
REGISTERED AT CANADA MANPOWER CENTRES



APPENDIX B

Characteristics of Welfare Recipients Registered at  
Canada Manpower Centres; Canada Manpower Client Survey,  
June 1970.

<u>Table No.</u>	<u>Data Presented</u>
1	Distribution by CMC Clients by Sex, Marital and Welfare Status
2	Age Distribution by Welfare Status
3	Distribution of Education Attainment by Welfare Status
4	Number of Dependents by Welfare Status
5	Clients in Receipt of Unemployment Insurance Benefits by Welfare Status
6	Cumulative Distribution of Weekly Wage Last Job by Welfare Status
7	Cumulative Distribution of Total Annual Earnings in 1969 by Welfare Status
8	Cumulative Distribution of Total Annual Income in 1969 by Welfare Status
9	Distribution of Time Since Last Job, by Welfare Status
10	Percent Distribution of New Registrants, Revivals and Reinterviews by Welfare Status
11	Previous Training Under C.M.T.P. by Welfare Status
12	Counsellors' Expectation of Placement, by Welfare Status

<u>Tables of Above Data for:</u>	<u>Page</u>
<u>CANADA</u>	86
<u>PROVINCES</u> (1)	
Newfoundland	98
Nova Scotia	110
New Brunswick	122
Quebec	134
Ontario	146
Manitoba	158
Saskatchewan	170
Alberta	182
British Columbia	194

(1) Excluding Prince Edward Island as sample size too small.



CHARACTERISTICS OF WELFARE RECIPIENTS REGISTERED  
AT CANADA MANPOWER CENTRES

DATA SOURCE

The information presented in these tables was based on a survey carried out at all Canada Manpower Centres across Canada (excluding university CMCs and offices dealing only with Summer Student placements and casual labour) during the week of June 22-26, 1970. A one-in-ten sample was selected of clients seen by counsellors.

Certain categories of these clients however were subsequently excluded from the detailed survey. These excluded clients were those:

- (i) Seeking casual or day work only;
- (ii) Previously selected for and awaiting training under CMTP or presently in CMTP;
- (iii) Previously selected and waiting to be moved under CMMP;
- (iv) Seeking Public Service (Government of Canada) employment only;
- (v) Employed but seeking work;
- (vi) Students seeking summer or part-time employment.

The net result was that on a Canada-wide basis, approximately 4,500 survey forms were actually analysed.

The survey was carried out during one particular week in the summer of 1970 and, if it is desired to relate the data to the annual flow of clients, it must be remembered that there is a considerable seasonal variation in the activities of the Centres. An important example of this are the referrals to the Canada Manpower Training Program which are at their lowest during the summer months. Moreover the method of sampling, based on clients coming into the Canada Manpower Centres during a certain time interval, rather than on a sample of the active file of clients, has a bearing on the

present analysis in that the hard-core unemployed, who on the average make fewer visits to the CMCs in a given time period than those more recently unemployed, are likely to be underestimated.

The use of the data to give information on the characteristics of people receiving welfare payments is some distance removed from the original purpose of the survey which was to provide characteristics of the Canada Manpower Service clientele. Out of the overall sample of 4,500, only about 600 were in receipt of welfare payments. While there is no evidence of any bias in the data, the reduced sample size inevitably imposes limits on the accuracy.<sup>(1)</sup> Nonetheless, it is felt that the survey should provide useful information relating to the characteristics of those welfare recipients who seek the services of Canada Manpower Centres.

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(1) In general terms, the standard error of the mean of a particular attribute is inversely proportional to the square root of the number in the sample. Thus a sample of 4,000 will tend to give estimates of mean values which are twice as accurate as those given by a sample containing 1,000.

Highlights of the Canada Manpower Client Survey

1. Approximately 78,560 persons a week seek help from Canada Manpower Centres.
2. Of these, 22% - over 16,000 persons - are on welfare and/or are disabled (13% - over 10,000 persons - are on welfare (ranging from 18.8% in Saskatchewan to 5.9% in P.E.I.) and an additional 9% (6,000 persons) are disabled, but not on welfare).
3. In the counsellors' view, over 40% of the persons on welfare would be placed in a job or given training fairly quickly.
4. The employment difficulties of a large (42%) proportion of the remaining welfare clients were judged by counsellors to be mainly due to labour market conditions (compared with 58% for hard-to-place non-welfare clients). A further 29% (22% for non-welfare) faced employment difficulties thought to be stemming from a combination of personal and labour market factors. Presumably then, as labour markets tighten, the majority of these welfare clients could escape from dependency with the help of employment services.
5. The average individual weekly wage earned by the welfare recipients in their last job was \$84, compared with \$91 for non-welfare clients. However, greater earnings differences are reflected in comparisons of annual earnings of welfare and non-welfare clients. Average annual earnings from employment are \$2,712 for all individuals (\$2,830 for non-welfare clients and \$1,904 for welfare clients). Thus, while average weekly wages of non-welfare clients are only about 8% higher than those of welfare clients, their annual earnings are almost 50% higher. It is obvious that the lower annual income of welfare clients springs much more from their lack of stable employment than from lower wage rates when they do work. This vulnerability to unemployment and underemployment is one of the major poverty factors and an area where Manpower programs can have significant impact.
6. The average annual family income<sup>(1)</sup> is \$5,782 for all clients (\$3,667 for welfare clients and \$6,114 for non-welfare clients), i.e. the income of non-welfare families is roughly 66% higher than that of the welfare families.
7. Fifty-two per cent of welfare clients have family incomes below \$3,000, compared with 27 per cent of non-welfare clients. Eight per cent of welfare families and 25 per cent of non-welfare families exceed \$7,500 in family income per annum.

Cumulative Percentage of Clients  
at different family income levels

<u>Annual Income</u>	<u>Total Clients</u> %	<u>Welfare Clients</u> %	<u>Non-Welfare Clients</u> %
		%	%
1 - 1,000	10.0	17.7	8.7
1,001 - 1,500	14.1	26.3	12.2
1,501 - 2,000	18.6	35.3	15.9
2,001 - 2,500	23.7	43.7	20.6
2,501 - 3,000	30.6	52.0	27.2
3,001 - 4,000	42.9	65.4	39.3
4,001 - 5,500	58.5	80.0	55.1
5,501 - 7,000	71.3	89.5	68.4
7,001 - 10,000	87.5	96.4	86.1
10,001 - 12,500	93.1	98.3	92.2
12,501 and over	100.0	100.0	100.0

(1) Family income from all sources, including U.I.C., Welfare, Family Allowances, etc.



CANADA MANPOWER CLIENT SURVEY

CANADA



CANADA

TABLE i - DISTRIBUTION OF CMC CLIENTS BY SEX, MARITAL AND WELFARE STATUS

WELFARE STATUS		MARITAL STATUS		
		Single	Married	Other
		%	%	%
Welfare	Total	40	46	14
	Male	48	41	11
	Female	13	64	23
Non-Welfare	Total	40	53	7
	Male	42	53	5
	Female	36	53	11
All Clients	Total	40	52	8
	Male	43	51	6
	Female	33	54	13

Source: Canada Manpower Centre Client Survey, June 1970.

CANADA

TABLE 2 - AGE DISTRIBUTION BY WELFARE STATUS

WELFARE STATUS	AGE GROUPS			
	14-19	20-24	25 and over	All Ages
Welfare				
Total	20	23	57	100
Male	14	23	63	100
Female	42	23	35	100
Non-Welfare				
Total	26	29	45	100
Male	21	30	49	100
Female	79	25	36	100
All Clients				
Total	25	28	47	100
Male	20	29	51	100
Female	39	25	36	100

Source: Canada Manpower Centre Client Survey, June 1970.

CANADA

TABLE 3 - DISTRIBUTION OF EDUCATION ATTAINMENT BY WELFARE STATUS

WELFARE STATUS	YEARS OF SCHOOLING COMPLETED					TOTAL
	Under 5	5-9	10-12	Over 12	%	
Welfare						
Total	9	54	34	3	100	
Male	10	58	29	3	100	
Female	6	37	55	2	100	
Non-Welfare						
Total	2	37	57	4	100	
Male	3	42	52	3	100	
Female	1	25	70	4	100	
All Clients						
Total	3	40	53	4	100	
Male	4	44	48	4	100	
Female	2	26	68	4	100	

Source: Canada Manpower Centre Client Survey, June 1970.

CANADA

TABLE 4 - NUMBER OF DEPENDENTS BY WELFARE STATUS

WELFARE STATUS	NUMBER OF DEPENDENTS					TOTAL
	0	1	2	3	4	
Welfare	%	%	%	%	%	%
	Total	47	11	10	7	15
	Male	43	11	10	8	16
Non-Welfare	Female	62	13	9	4	6
	Total	60	13	10	8	4
	Male	56	12	11	9	5
All Clients	Female	72	14	7	3	2
	Total	58	13	10	8	5
	Male	54	12	11	10	5
	Female	71	14	7	3	3
						2
						100

Source: Canada Manpower Centre Client Survey, June 1970.

CANADA

TABLE 5 - CLIENTS IN RECEIPT OF UNEMPLOYMENT INSURANCE BENEFITS  
BY WELFARE STATUS

WELFARE STATUS	BENEFIT CATEGORY			TOTAL
	Receiving U.I.C.	Not Receiving U.I.C.	%	
Welfare	Total	12	88	100
	Male	14	86	100
	Female	6	94	100
Non-Welfare	Total	13	87	100
	Male	14	86	100
	Female	11	89	100
All Clients	Total	13	87	100
	Male	14	86	100
	Female	10	90	100

Source: Canada Manpower Centre Client Survey, June 1970.

CANADA

TABLE 6 - CUMULATIVE DISTRIBUTION OF WEEKLY WAGE LAST JOB  
BY WELFARE STATUS

WAGE GROUP	WELFARE STATUS											
	WELFARE			NON-WELFARE			TOTAL					
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
\$	%	%	%	%	%	%	%	%	%	%	%	%
1 - 10	-	5	.9	.5	2	1	.4	3	1			
11 - 20	1	11	3	2	12	4	2	12	4			
21 - 30	3	26	7	3	19	7	3	20	7			
31 - 40	6	42	13	5	29	11	5	30	11			
41 - 50	15	62	24	9	43	18	10	45	19			
51 - 60	24	82	35	17	64	29	18	65	30			
61 - 70	36	89	45	26	76	39	27	77	40			
71 - 80	48	95	57	38	85	50	39	86	51			
81 - 90	57	-	64	47	91	58	49	91	59			
91 - 100	70	98	76	58	95	68	60	95	69			
101 - 110	73	-	78	64	96	72	65	96	73			
111 - 120	80	-	83	71	97	78	72	97	78			
121 - 130	86	99	88	78	98	83	79	99	84			
131 - 140	90	-	91	83	99	87	84	-	87			
141 - 150	94	100	95	88	-	91	88	-	91			
151 - 160	95	-	96	90	99	92	90	-	93			
161 - 170	96	-	-	91	-	93	92	-	94			
171 - 180	-	-	97	94	100	95	94	100	95			
181 - 190	97	-	-	-	-	96	95	-	96			
191 - 200	98	-	98	97	-	98	97	-	98			
201 - 210	-	-	99	-	-	-	-	-	-			
211 - 220	-	-	-	98	-	-	98	-	-			
221 - 230	-	-	-	-	-	-	-	-	-			
231 - 240	99	-	-	-	-	-	-	-	-			
241 - 250	-	-	-	-	-	-	-	-	-			
250	100	-	100	100	-	100	100	-	100			

Source: Canada Manpower Centre Client Survey, June 1970.

CANADA

TABLE 7 - CUMULATIVE DISTRIBUTION OF TOTAL ANNUAL EARNINGS IN 1969  
BY WELFARE STATUS

TOTAL EARNINGS	WELFARE STATUS											
	WELFARE			NON-WELFARE			TOTAL					
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
\$	%	%	%	%	%	%	%	%	%	%	%	%
1 - 500	14	38	18	8	22	11	8	24	12			
501 - 1,000	27	57	33	18	40	23	19	41	24			
1,001 - 1,500	35	71	42	25	51	31	26	53	32			
1,501 - 2,000	45	78	50	33	60	39	35	61	41			
2,001 - 2,500	55	90	60	40	68	47	42	70	50			
2,501 - 3,000	63	97	69	49	77	56	51	79	57			
3,001 - 3,500	71	98	75	56	83	62	58	85	64			
3,501 - 4,000	77	100	80	64	90	70	65	91	71			
4,001 - 4,500	81		84	69	94	75	71	94	76			
4,501 - 5,000	87		89	77	96	81	78	96	82			
5,001 - 5,500	91		93	80	97	84	82	97	85			
5,501 - 6,000	94		95	86	98	89	87	98	89			
6,001 - 6,500	94		95	89	98	91	89	99	92			
6,501 - 7,000	97		97	92	99	93	92	99	94			
7,001 - 7,500	98		98	93	-	94	94	-	95			
7,501 - 8,000	99		99	95	99	96	95	99	96			
8,001 - 8,500	99		99	96	-	97	96	-	97			
8,501 - 9,000	99		99	97	99	97	97	99	97			
9,001 - 9,500	-		-	98	-	98	98	-	98			
9,501 - 10,000	-		-	98	99	99	99	99	99			
10,001 - 10,500	-		-	99	-	99	99	-	99			
10,501 - 11,000	100		100	99	-	99	99	-	99			
11,001 - 11,500				99	-	99	99	-	99			
11,501 - 12,000				99	-	99	99	-	99			
12,001 - 12,500				-	-	-	-	-	-			
12,500 +				100	100	100	100	100	100			

Source: Canada Manpower Centre Client Survey, June 1970.

CANADA

TABLE 8 - CUMULATIVE DISTRIBUTION OF TOTAL ANNUAL FAMILY INCOME IN 1969  
BY WELFARE STATUS

TOTAL INCOME	WELFARE STATUS											
	WELFARE			NON-WELFARE			TOTAL					
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
\$	%	%	%	%	%	%	%	%	%	%	%	%
1 - 500	2	5	3	2	3	2	2	3	2	2	3	2
501 - 1,000	12	12	12	5	7	6	6	8	6	6	8	6
1,001 - 1,500	21	20	21	9	10	9	11	11	11	11	11	11
1,501 - 2,000	30	33	31	13	12	13	16	14	16	16	14	16
2,001 - 2,500	39	44	40	19	16	18	22	19	20	22	19	20
2,501 - 3,000	47	55	49	26	22	25	29	25	28	29	25	28
3,001 - 3,500	55	59	55	32	27	30	35	30	34	35	30	34
3,501 - 4,000	62	65	63	39	32	37	42	35	41	42	35	41
4,001 - 4,500	68	67	68	44	37	42	47	40	46	47	40	46
4,501 - 5,000	74	68	73	52	44	50	55	47	52	55	47	52
5,001 - 5,500	80	71	79	56	47	53	59	50	57	59	50	57
5,501 - 6,000	86	81	85	62	53	60	65	56	63	65	56	63
6,001 - 6,500	87	83	86	66	58	62	68	60	66	68	60	66
6,501 - 7,000	89	88	89	69	62	67	72	65	70	72	65	70
7,001 - 7,500	91	89	90	72	65	70	75	67	73	75	67	73
7,501 - 8,000	92	90	91	76	70	75	78	72	77	78	72	77
8,001 - 8,500	92	-	92	79	72	77	81	74	80	81	74	80
8,501 - 9,000	94	92	94	82	77	81	84	78	83	84	78	83
9,001 - 9,500	95	94	95	84	82	82	85	79	84	85	79	84
9,501 - 10,000	96	97	96	87	84	86	88	83	87	88	83	87
10,001 - 10,500	97	98	97	88	86	89	89	84	88	89	84	88
10,501 - 11,000	97	-	97	90	87	90	89	87	90	89	87	90
11,001 - 11,500	-	-	-	90	89	91	91	90	91	91	90	91
11,501 - 12,000	98	-	98	92	90	92	93	91	92	93	91	92
12,001 - 12,500	-	-	-	93	90	93	93	92	93	93	92	93
12,500 +	100	100	100	100	100	100	100	100	100	100	100	100

Source: Canada Manpower Centre Client Survey, June 1970.

CANADA

TABLE 9 - DISTRIBUTION OF TIME SINCE LAST JOB, BY WELFARE STATUS

WELFARE STATUS	TIME SINCE LAST JOB						TOTAL
	Under 1 Month	1-3 Months	4-6 Months	7-12 Months	13-24 Months	Over 2 Years	
Welfare	%	%	%	%	%	%	%
Total	21	22	21	24	3	9	100
Male	20	23	23	23	2	9	100
Female	23	20	15	23	9	9	100
Non-Welfare	Total	32	27	12	21	4	100
Male	34	26	12	22	4	2	100
Female	27	27	13	18	7	4	100
All Clients	Total	31	26	13	21	4	100
Male	32	26	13	22	3	3	100
Female	27	26	13	18	7	9	100

Source: Canada Manpower Centre Client Survey, June 1970.

CANADA

TABLE 10 - PERCENT DISTRIBUTION OF NEW REGISTRANTS, REVIVALS  
AND REINTERVIEWS BY WELFARE STATUS

WELFARE STATUS	CATEGORY OF INTERVIEW				Total
	New Registrants	Revivals	Reinterviews	%	
Welfare	Total	22	29	49	100
	Male	17	30	53	100
	Female	37	27	36	100
Non-Welfare	Total	43	24	33	100
	Male	38	26	35	100
	Female	54	20	26	100
All Clients	Total	40	25	35	100
	Male	35	27	38	100
	Female	52	21	27	100

Source: Canada Manpower Centre Client Survey, June 1970.

CANADA

TABLE 11 - PREVIOUS TRAINING UNDER C.M.T.P., BY WELFARE STATUS

WELFARE STATUS		Previously had training under C.M.T.P. [1]	%
Welfare	Total	16	
	Male	17	
	Female	11	
Non-Welfare	Total	11	
	Male	13	
	Female	5	
All Clients	Total	11	
	Male	14	
	Female	6	

Source: Canada Manpower Centre Client Survey, June 1970.

[1] As percentage of total clients in each welfare status category.

## CANADA

TABLE 12 - COUNSELLORS' EXPECTATION OF PLACEMENT, BY WELFARE STATUS

WELFARE STATUS	Expect to place fairly quickly	Do not expect to place quickly				TOTAL
		(1) Personal Characteristics	(2) Labour Market Conditions	(3) Combination of (1) and (2)	(4) Other*	
Welfare	%	%	%	%	%	%
Total	33	11	24	18	14	100
Male	31	12	25	18	14	100
Female	43	7	19	17	13	100
Non-Welfare						
Total	52	4	31	7	6	100
Male	49	4	34	7	5	100
Female	57	3	23	9	8	100
All Clients						
Total	49	5	30	9	7	100
Male	46	6	32	9	7	100
Female	56	3	23	9	8	100

Source: Canada Manpower Centre Client Survey, June 1970.

\* Primarily relating to family circumstances.

ONTARIO

NOTE: The data presented here were originally provided to the Province in connection with the work of the Task Force on Employment Opportunities for Welfare Recipients.



Ontario

TABLE 1 - DISTRIBUTION OF CMC CLIENTS BY SEX, MARITAL AND WELFARE STATUS

WELFARE STATUS	MARITAL STATUS			TOTAL	
	Single	Married	Other		
Welfare	%	%	%	%	
	Total	43	41	16	100
	Male	39	50	11	100
Female	Female	57	10	33	100
	Total	51	41	8	100
	Male	53	42	5	100
Non-Welfare	Female	47	38	14	100
	Total	50	41	9	100
	Male	51	43	6	100
All Clients	Female	48	36	16	100
	Total				
	Male				
	Female				

Source: Canada Manpower Centre Client Survey, June 1970.

Ontario

TABLE 2 - AGE DISTRIBUTION BY WELFARE STATUS

WELFARE STATUS	AGE GROUPS				All Ages
	14-19	20-24	25 and over		
Welfare	%	%	%		%
	19	21	60		100
	Male	14	20	66	100
Non-Welfare	Female	36	23	41	100
	Total	24	28	48	100
	Male	19	29	52	100
All Clients	Female	34	24	42	100
	Total	23	27	50	100
	Male	18	28	54	100
	Female	34	24	42	100

Source: Canada Manpower Centre Client Survey, June 1970.

Ontario

TABLE 3 - DISTRIBUTION OF EDUCATION ATTAINMENT BY WELFARE STATUS

WELFARE STATUS	YEARS OF SCHOOLING COMPLETED					TOTAL
	Under 5	5-9	10-12	Over 12	%	
Welfare						
Total	5	49	41	5	5	100
Male	5	53	36	6	6	100
Female	5	35	57	3	3	100
Non-Welfare						
Total	2	37	54	7	7	100
Male	3	40	50	7	7	100
Female	1	29	63	7	7	100
All Clients						
Total	3	38	52	7	7	100
Male	3	41	49	7	7	100
Female	2	29	62	7	7	100

Source: Canada Manpower Centre Client Survey, June 1970.

Ontario

TABLE 4 - NUMBER OF DEPENDENTS BY WELFARE STATUS

WELFARE STATUS	NUMBER OF DEPENDENTS					Total
	0	1	2	3	4	
Welfare	%	%	%	%	%	%
Total	43	14	12	9	9	13
Male	39	12	12	10	11	16
Female	58	22	14	3	-	3
Non-Welfare	%	%	%	%	%	%
Total	58	14	10	8	5	5
Male	54	13	11	10	6	6
Female	67	16	8	4	3	2
All Clients	%	%	%	%	%	%
Total	56	14	11	8	5	6
Male	52	13	12	10	6	7
Female	66	17	8	4	3	2

Source: Canada Manpower Centre Client Survey - June 1970

TABLE 5 - CLIENTS IN RECEIPT OF UNEMPLOYMENT INSURANCE BENEFITS  
BY WELFARE STATUS

WELFARE STATUS	BENEFIT CATEGORY			Total
	Receiving U.I.C.	Not Receiving U.I.C.	%	
Welfare	Total	14	86	100
	Male	17	83	100
	Female	5	95	100
Non-Welfare	Total	11	89	100
	Male	12	88	100
	Female	9	91	100
All Clients	Total	11	89	100
	Male	12	88	100
	Female	9	91	100

Source: Canada Manpower Centre Client Survey, June 1970.

Ontario

TABLE 6 - CUMULATIVE DISTRIBUTION OF WEEKLY WAGE LAST JOB  
BY WELFARE STATUS

WAGE GROUP	WELFARE STATUS											
	WELFARE			NON-WELFARE			TOTAL					
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
\$	%	%	%	%	%	%	%	%	%	%	%	%
1 - 10	-	5	1	1	2	1	-	2	1			
11 - 20	1	15	4	2	12	5	2	13	5			
21 - 30	2	28	8	4	20	9	4	21	9			
31 - 40	3	38	11	6	29	13	6	30	12			
41 - 50	8	51	17	10	42	19	9	43	19			
51 - 60	14	61	24	16	65	30	15	65	29			
61 - 70	22	75	33	24	78	39	24	78	39			
71 - 80	38	89	48	37	87	51	37	87	51			
81 - 90	48	94	57	46	91	59	46	91	59			
91 - 100	66	97	72	59	96	70	60	96	70			
101 - 110	71	-	76	65	97	74	65	97	74			
111 - 120	79	-	82	72	98	80	73	98	80			
121 - 130	87	100	89	80	99	85	81	99	86			
131 - 140	91		92	85	99	89	86	99	90			
141 - 150	95		96	90	-	93	91	-	93			
151 - 160	96		97	93	-	95	93	-	95			
161 - 170	-		-	94	-	95	94	-	96			
171 - 180	97		98	95	-	96	95	-	96			
181 - 190	98		98	95	-	96	95	-	97			
191 - 200	99		99	97	100	98	97	100	98			
201 - 210	100		100	98		98	98		99			
211 - 220				98		99	98		99			
221 - 230				98		99	99		99			
231 - 240				99		999	99		99			
241 - 250				99		99	99		99			
250 +				100		100	100		100			

Source: Canada Manpower Centre Client Survey, June 1970.

Ontario

TABLE 7 - CUMULATIVE DISTRIBUTION OF TOTAL ANNUAL EARNINGS IN 1969  
BY WELFARE STATUS

TOTAL EARNINGS	WELFARE STATUS											
	WELFARE			NON-WELFARE			TOTAL					
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
\$	%	%	%	%	%	%	%	%	%	%	%	%
0												
1 - 500	20	58	29	13	37	20	14	39	21			
501 - 1,000	29	75	39	22	51	31	23	53	32			
1,001 - 1,500	35	82	46	28	62	38	29	64	39			
1,501 - 2,000	47	87	56	36	68	45	37	70	47			
2,001 - 2,500	54	92	63	43	75	53	44	77	54			
2,501 - 3,000	62	-	69	51	83	61	53	84	62			
3,001 - 3,500	65	95	72	57	87	66	58	88	67			
3,501 - 4,000	73	100	79	65	93	73	66	94	74			
4,001 - 4,500	77	-	82	70	95	77	71	96	78			
4,501 - 5,000	84	-	88	77	97	83	78	97	84			
5,001 - 5,500	91	-	93	80	98	86	82	98	87			
5,501 - 6,000	93	-	95	85	98	89	87	99	90			
6,001 - 6,500	94	-	96	89	99	92	90	99	92			
6,500 - 7,000	96	-	97	91	99	94	92	99	94			
7,001 - 7,500	99	-	99	93	-	95	94	-	96			
7,501 - 8,000	99	-	99	95	99	96	96	99	97			
8,001 - 8,500	-	-	-	96	-	97	96	-	97			
8,501 - 9,000	-	-	-	97	-	98	97	-	98			
9,001 - 9,500	-	-	-	98	-	98	98	-	98			
9,500 - 10,000	-	-	-	99	99	99	99	99	99			
10,001 - 10,500	-	-	-	99	-	99	99	-	99			
10,501 - 11,000	100	-	100	99	-	99	99	-	99			
11,001 - 11,500	-	-	-	99	-	99	99	-	99			
11,501 - 12,000	-	-	-	99	-	99	99	-	99			
12,001 - 12,500	-	-	-	-	-	-	-	-	-			
12,500 +	-	-	-	100	100	100	100	100	100			
Average Earnings												

Source: Canada Manpower Centre Client Survey, June 1970.

Ontario

TABLE 8 - CUMULATIVE DISTRIBUTION OF TOTAL ANNUAL FAMILY INCOME IN 1969  
BY WELFARE STATUS

TOTAL INCOME	WELFARE STATUS											
	WELFARE			NON-WELFARE			TOTAL					
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
\$	%	%	%	%	%	%	%	%	%	%	%	%
1 - 500	2	7	3	2	2	2	2	2	3	2	3	2
501 - 1,000	8	21	11	5	7	6	6	8	6	8	6	6
1,001 - 1,500	15	32	18	9	10	9	10	12	11	12	11	11
1,501 - 2,000	24	39	27	15	12	14	16	14	16	14	16	16
2,001 - 2,500	30	50	34	20	17	19	21	20	21	20	20	21
2,501 - 3,000	37	57	41	26	23	26	28	26	27	26	26	27
3,001 - 3,500	46	61	49	30	26	29	33	29	32	29	32	32
3,501 - 4,000	55	71	58	39	33	37	41	36	40	36	40	40
4,001 - 4,500	62	75	64	44	38	42	46	41	45	41	45	45
4,501 - 5,000	70	-	71	52	43	50	54	46	52	46	52	52
5,001 - 5,500	77	-	77	56	48	54	59	51	57	51	57	57
5,501 - 6,000	83	82	83	61	53	59	64	56	62	56	62	62
6,001 - 6,500	85	-	85	65	59	64	68	61	66	61	66	66
6,501 - 7,000	86	93	87	68	63	66	70	65	69	65	69	69
7,001 - 7,500	91	-	91	72	66	70	74	68	73	68	73	73
7,501 - 8,000	92	-	92	75	71	74	78	73	76	73	76	76
8,001 - 8,500	93	-	93	78	72	77	80	74	79	74	79	79
8,501 - 9,000	94	-	93	81	77	80	83	78	82	78	82	82
9,001 - 9,500	94	-	94	82	79	81	84	80	83	80	83	83
9,501 - 10,000	96	96	96	85	83	85	87	85	86	85	86	86
10,001 - 10,500	96	-	-	86	85	86	88	86	87	86	87	87
10,501 - 11,000	97	-	97	89	88	88	90	88	89	88	89	89
11,001 - 11,500	97	-	-	90	89	89	91	89	90	89	90	90
11,501 - 12,000	99	-	99	92	91	92	93	92	92	92	92	92
12,001 - 12,500	-	-	-	92	93	92	93	93	93	93	93	93
12,500 +	100	100	100	100	100	100	100	100	100	100	100	100

Source: Canada Manpower Centre Client Survey, June 1970.

Ontario

TABLE 9 - DISTRIBUTION OF TIME SINCE LAST JOB, BY WELFARE STATUS

WELFARE STATUS	TIME SINCE LAST JOB					TOTAL
	Under 1 Month	1-3 Months	4-6 Months	7-12 Months	13 - 24 Months	
Welfare	%	%	%	%	%	%
Total	22	25	23	17	8	5
Male	21	29	22	16	8	4
Female	24	11	27	22	5	11
Non-Welfare						
Total	36	29	11	16	4	4
Male	39	29	10	16	3	3
Female	27	28	11	17	8	9
All Clients						
Total	34	28	12	16	5	5
Male	36	29	12	15	4	3
Female	27	26	13	17	8	9

Source: Canada Manpower Centre Client Survey, June 1970.

Ontario

TABLE 10 - PERCENT DISTRIBUTION OF NEW REGISTRANTS, REVIVALS  
AND REINTERVIEWS BY WELFARE STATES

WELFARE STATUS	CATEGORY OF INTERVIEW				%
	New Registrants	Revivals	Reinterviews	Total	
Welfare	19	27	54	100	100
	Male	14	27	59	100
	Female	36	28	36	100
Non-Welfare	44	23	33	100	100
	Male	40	25	35	100
	Female	51	20	29	100
All Clients	41	24	35	100	100
	Male	37	25	38	100
	Female	50	20	30	100

Source: Canada Manpower Centre Client Survey, June 1970.

Ontario

TABLE 11 - PREVIOUS TRAINING UNDER C.M.T.P., BY WELFARE STATUS

WELFARE STATUS	Previously had training under C.M.T.P. [1]	%
Welfare		
	Total	18
	Male	20
	Female	13
Non-Welfare		
	Total	8
	Male	10
	Female	3
All Clients		
	Total	9
	Male	12
	Female	4

Source: Canada Manpower Centre Client Survey, June 1970.

[1] As percentage of total clients in each welfare status category.

Ontario

TABLE 12 - COUNSELLORS' EXPECTATION OF PLACEMENT, BY WELFARE STATUS

WELFARE STATUS		Do not expect to place quickly				TOTAL
		(1) Personal Characteristics	(2) Labour Market Conditions	(3) Combination of (1) and (2)	(4) Other*	
Welfare	Expect to place fairly quickly	%	%	%	%	%
	Total	30	10	32	20	8
	Male	31	10	35	18	6
	Female	28	10	23	26	13
Non-Welfare	Total	47	4	32	10	7
	Male	45	4	35	10	6
	Female	51	4	27	9	9
All Clients	Total	45	4	33	11	7
	Male	43	5	35	11	6
	Female	50	3	27	11	9

Source: Canada Manpower Centre Client Survey, June 1970.

\* Primarily relating to family circumstances.



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